

National Municipal Review

Vol. XXXIII, No. 3

Total Number 331

Published monthly except August
By NATIONAL MUNICIPAL LEAGUE

Contents for March 1944

EDITORIAL COMMENT.....	<i>Alfred Willoughby</i>	114
THE LEAGUE'S BUSINESS.....		116
HALF CENTURY—HALF MEASURE.....	<i>Richard A. Atkins</i>	117
TRAINING FOR PUBLIC SERVANTS.....	<i>William A. Ross</i>	123
CITIES GET 'OUT OF RED' TOGETHER.....	<i>Chester Biesen</i>	128
LONDON PLANS CITY OF THE FUTURE.....	<i>H. V. Lanchester</i>	133
CONTRIBUTORS IN REVIEW.....		138
NEWS IN REVIEW		
CITY, STATE, AND NATION.....	<i>H. M. Olmsted</i>	139
CITIZEN ACTION		145
PROPORTIONAL REPRESENTATION.....	<i>George H. Hallett, Jr.</i>	151
TAXATION AND FINANCE.....	<i>Wade S. Smith</i>	154
COUNTY AND TOWNSHIP.....	<i>Elwyn A. Mauck</i>	157
BOOKS IN REVIEW.....	<i>Elsie S. Parker</i>	159

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

— Buy United States War Bonds and Stamps —

National Municipal Review

Editorial Comment

Whose Responsibility?

THE Civic Research Institute of Kansas City, which has won nation-wide attention for its practical techniques in citizen education, was promptly rebuffed recently when it attempted to interest the city's Board of Education in a plan to enlist the coöperation of school children in "an effort to promote citizenship interest and understanding, both among the children and adults."

A count of the number of adults eligible to register as voters in the home of each pupil in third grade and above, together with a report of how many actually were registered, was to be taken. At the close of the registration period there would be another count. Prizes would be given to the schools achieving the highest percentage of registration among the eligible adults and to the schools achieving the greatest increase in the percentage of registration. Following the city primary election, another count would be taken of those who actually voted and additional prizes would be awarded.

Accompanying the operation of the program would naturally have been appropriate instruction on the qualifications for voting and the nature and function of registration as part of the election process. The educative possibilities and the soundness of the plan are obvious. Indeed, there are few teaching methods which are as effective.

In rejecting the proposal, the board said it feared the survey might

cause partisan political differences in the schools, the teachers might take sides on issues, and, finally, "we did not feel it was in the province of the schools to engage in that type of activity."

This suggests the rather obvious question: Just whose province is it to develop better citizens? Obvious answer: Everybody's. Tragic result: Everybody's job is nobody's job, and it isn't polite to point.

If we are not yet ready to recognize that it definitely is the responsibility of the schools to do something much better than has been done in the past in the way of producing better citizens, we might as well give up right now and admit the correctness of Hitler's opinion that the democratic idea lacks courage and sense of direction. The board's excuses sound just like excuses. It is quite apparent that these anticipated dangers are not inherent in the plan. Indeed, the operation of the plan itself presumably would be controlled by the school authorities.

By way of contrast, the public, parochial, and private secondary schools of Philadelphia coöperated enthusiastically with two campaigns developed by the Philadelphia Committee of Seventy, with splendid results.¹ The Philadelphia plans might well have been looked upon as much more "dangerous" than the Kansas City plan, for they were avowed cam-

¹NATIONAL MUNICIPAL REVIEW, December 1942, p. 633; January 1944, p. 37.

paigns to *persuade* citizens to vote, not inquire whether they could or did. Teachers and students went to the Committee's offices for intensive instruction not only on voting but also on illegal practices. Upon completion of the course, the students went back to their schools and instructed classes in the social sciences, civics, problems of democracy, etc. There are plenty of professional educators who would be horrified at this intrusion of ordinary citizens into their sacred preserves, but the Committee of Seventy went even farther—students actually visited the polling places on election day and watched the process!

The logical, conservative plan proposed in Kansas City looks a bit pale by comparison but it would unquestionably have achieved good results.

Philadelphia's results included not only a large turnout of voters but also, as a result of the presence of the students around the polling places, "one of the most orderly and peaceful municipal elections held in Philadelphia for 50 years." More important, the study of civics will have deeper meaning hereafter for every youngster who had any contact with the program.

The object of football, as any schoolboy knows, is to get touchdowns. The object of citizen education or the teaching of civics or the social sciences is to develop citizens who are as fully aware of their responsibilities as they are of their "rights." If the present system is not doing the job adequately—and it is not!—we had better try a few plans like these.

Good Men and Good Machinery

AT LEAST once a year some editor falls into the old pitfall which Pope dug in the process of earning his living as publicist-apologist for the reigning monarch whom he was hired to defend against revolutionary trends. Herewith is the most recent example from the *Fort Wayne (Ind.) News-Sentinel*:

"The pros and cons concerning the city manager form of government sweep all the way from the Mexican border to Alaska, according to a roundup of 'council-manager plan' news in the NATIONAL MUNICIPAL REVIEW, with elections having favored and rejected the arrangement in various communities. A committee of the El Paso (Tex.) Chamber of Commerce is now studying the manager plan. If it goes thoroughly

into the matter, it is likely to discover that all things being equal, the specific *form* of municipal government is relatively unimportant. There can be, and often is, as much inefficiency under the supposedly-streamlined manager form of government as under the standard mayor-council setup. The ultimate results of any governmental setup depend more upon what is in the minds and hearts of officials than upon the manner in which they are organized to do their jobs. And, in the last analysis, an informed, alert, conscientious, and public-spirited citizenry can get just as good a grade of administration under one municipal system as it can under another. On the whole, in actual practice, however, there seems to have

been a *more genuinely representative* brand of government under the mayor-council than under the manager system."

The writer misses several fundamental points. First, in "actual practice" it has been demonstrated that, "on the whole," executives chosen on the basis of a popularity contest are neither as able nor "more representative." They usually don't get a chance to run in the first place unless they get the private nod of powerful influences, good or bad. And they don't get elected unless these influences can, frequently arbitrarily, swing important blocks into line. So they are representative of what?

In saying "the specific *form* of municipal government is relatively

unimportant" is he not denying the basic fact that democracy demands a government of laws, not of men?

Recognized students of government are virtually unanimously agreed that the council-manager form of government is the best that has been developed for American cities, that it attracts better men to public office, that it usually is non-political and gives the taxpayer greater value for his tax dollar, that it has rescued many, many cities from the financial and political doldrums. They do not deny, however, that other cities have occasionally done remarkably well with good mayors. But it is almost too obvious a fact that a good workman does better with good machinery.

The League's Business

James W. Clise Elected Vice President

At a meeting of the Executive Committee on January 20, James W. Clise, Seattle civic leader, was elected a vice president of the National Municipal League to fill the vacancy left by the retirement some time ago of Miss Marguerite M. Wells. Dr. George H. Gallup, director of the American Institute of Public Opinion, will continue as the other of the two vice presidents provided by the League's constitution.

Mr. Clise, who is president of the Asbestos Supply Company and secretary-treasurer of the Washington Securities Company, is a past president of the Municipal League of Seattle and has been a member of the National Municipal League's Council for the past year.

The Executive Committee also confirmed the election as members of the Council of former **Governor Charles Edison** of New Jersey, **Berry Fleming**, president of the Citizens Union of Au-

gusta, Georgia, and **Wilson W. Wyatt**, mayor of Louisville.

Other action by the Committee included the approval of the budget for 1944, the appointment of Carl H. Pforzheimer and Arnold Frye as a subcommittee on methods of financing governmental surveys, and a decision to investigate the desirability of reconstituting a committee on citizen education and training.

Present at the meeting were: Richard S. Childs, chairman of the Council, presiding; George Arents, Frederick L. Bird, George H. Gallup, C. G. Hoag, John S. Linen, and Lawson Purdy, members of the Council, and Alfred Willoughby, executive secretary. Major Howard P. Jones, secretary (on military leave), now with Allied Military Government, attended briefly enroute to an assignment.

Half Century—Half Measure

With state help Metropolitan Boston made good start toward solution of its regional problems, but more recent proposals for either comprehensive or piecemeal measures have failed.

By RICHARD A. ATKINS

Boston Municipal Research Bureau

FIFTY years ago cities and towns in metropolitan Boston overcame their individual differences and accepted regional administration of sewerage, water supply, and recreation. While large achievement marked the original metropolitan solution, the effort quickly spent itself. Interest in further progress toward regional government sank to the level of abstraction.

Why this should have been so is full of lessons, and no better time could be chosen for a review of experience. A cloud has arisen, like a man's hand, which may signify a change. Lopsided growth and unequal tax resources characterize the metropolitan region. Recent trends have weakened the central city, the postwar outlook is uncertain, and many are disturbed over the economic strength and well-being of the entire Boston area.

Urban decentralization is an old story in Boston. Residential development outside the city goes back a long way. Commutation was an established habit by the time the railroad network was completed in essentially its present form during the 1850's. Hardened commuters who have endured a half century or more of travel to and fro from nowhere are a common sight.

It is doubtful whether any municipal satellites have a longer tradition of their own than numerous Boston suburbs. Reasons have been traced

to the topography of the Boston area and also to the religious organization and politics of colonial times. Through some accident of fortune the limits of Boston were tightly confined at the start to a small peninsula narrowly joined with the mainland. River barriers and tide water separated the city from its neighbors. The dozen or so colonial settlements surrounding Boston split into eighty towns which began an independent development as early as the seventeenth century. Political decentralization of metropolitan Boston has been described with great care in a study by George H. McCaffrey¹ which is fundamental in all respects.

Reintegration, as McCaffrey labels the process, never had a fair chance. At the outset Boston could grow only by filling tidal flats. Annexations did not occur until the 1860's and 1870's, when five communities were annexed in rapid order. Then the movement came to an abrupt halt. Interestingly enough, one of the last barriers was set up by Brookline—a town which has always typified the cleavage between Boston and its favored suburbs. Consequently, Boston was unable to absorb more than a fraction of the area comprising the metropolitan district. Only Hyde Park has since been added; and now,

¹*The Political Disintegration and Reintegration of Metropolitan Boston*, by George H. McCaffrey. Harvard University Library, Cambridge, 1937. (Manuscript).

of course, even the thought of annexation is extinct.

With this background it is possible to understand why the land area of the city is so low in proportion to the regional total, and why its population is lower in proportion to the metropolitan total than in any similar area.

Annexation was governed in each case by a balance of self-interest and necessity. Boston itself was reluctant to take in unpromising or imppecunious communities. No town took the step without being persuaded of advantages which had to be practical and specific. As soon as these advantages were outweighed by possible dangers the suburbs drew back.

In drawing back, however, they left a number of hard questions unanswered and for their own good they had to act in common. During a period when "urbanization for the first time became a controlling factor in the national life" it was hardly to be expected that political reasoning and local sentiment should be allowed to interfere with basic needs of the metropolitan area. Official inquiry had proved that a pure water supply and removal of river and harbor pollution could not wait upon individual decision by cities and towns.

Therefore the commonwealth stepped in and found a method for dealing with regional issues. Shortly after the Civil War the state conducted an experiment in what would now be called urban rehabilitation by filling in the miasmatic reaches of the Back Bay and parcelling off the real estate. Since the project cut across preserves of Boston, Roxbury,

and Brookline, a state-administered commission was set up to carry forward the work and quiet local interests. Here was ample precedent for the adventure in regional government which followed. Administrative districts were created on a metropolitan scale — sewerage in 1889, parks in 1892, and water supply in 1895. Commissioners appointed by the governor held day-to-day authority, final responsibility rested with the General Court (legislature), capital and operating expense was assessed upon member cities and towns.

Special Purpose Districts

These districts set out at once to do for the metropolitan area what Boston had already had the vision to do for itself. Boston's celebrated park system, as conceived by Frederick L. Olmsted and his associates, was an immediate forerunner of the metropolitan district reservations. The city's elimination of drainage nuisance through interceptors and pumping was before state health officials as they sought a parallel answer for the metropolitan district. Boston's own water supply sources in the Cochituate section were taken over bodily as the nucleus of the regional water supply.

By any standard the rewards of the metropolitan solution are impressive. Under regional auspices such magnificent tracts as the Blue Hills and Middlesex Fells have been preserved free from encroachment. The whole Charles River basin enterprise, which once caused pain to contemporaries of the late George Apley, has been entrusted to metropolitan authority. Extensive ocean

beach areas are safe in parks district hands. Pollution of inland water courses and Boston Harbor has been greatly reduced through trunk sewerage and disposal works, and plans are under way to remove the last traces of objectionable conditions. The metropolitan water supply, which includes the vast Quabbin project, can only be described as an engineering prodigy.

Metropolitan boulevards were first designed as pleasant means of access to the district reservations. With the coming of the automobile, planning and construction of regional traffic arteries were a natural outgrowth of the metropolitan parkways. These facilities have enjoyed popular favor and constitute an open admission that traffic planning and control are quite properly a metropolitan function.

Another departure has been regional intervention in the field of public transportation. Mysteries of Boston Elevated Railway finance lie beyond the limits of this narrative, but it should be observed in passing that transit district support has not only assured single-fare transportation in fourteen communities at the heart of the metropolitan area but has also been responsible for gradual public acquisition of the Elevated properties.

Regional government, on the other hand, put the finishing touches on the annexation movement. Thanks to the metropolitan district device, Boston suburbs were able to satisfy their most pressing demands without accepting one shred of domination by Boston. There is every reason to believe that they have favored metropolitan government chiefly as a

means of drawing upon the wealth and taxable resources of the central city to promote their own growth without involving themselves in municipal consolidation or federation.

Once adopted, the principle of state control has never been deserted or compromised. It still remains the one solvent capable of containing the conflicting elements of the Boston area. No serious demand for direct local participation in metropolitan affairs has been voiced within recent years. The only concession to local interest as such occurred in 1929, when the Boston Metropolitan District was organized to acquire and extend rapid transit facilities. One of its features was a metropolitan transit council composed of mayors and selectmen from member communities. A system of voting was evolved, so based on valuations as to afford Boston the dominant but not the controlling position. In actual practice the transit council has rarely functioned; the purposes of the district have been limited to lending the collective credit of members to the elaborate financial operations of the Boston Elevated Railway.

Failure of Visionary Plans

Years ago there was at least a chance that metropolitan government would follow a different course. During the 1890's pioneering individuals sought the adoption of a borough form of government. With European experience fresh in their minds, they drew plans for "greater Boston" — a federated metropolis which would strike a balance between local autonomy and claims of the whole area. One ambitious pro-

posals went to the legislature, where it was debated for a decade before sinking from sight in 1906.

A most convincing appeal for union of metropolitan cities and towns came from Mayor Andrew J. Peters in 1919. His argument was a restatement of all that had gone before and it merits a brief summary. Union now was sought on grounds of commercial advantage. Administrative improvement was to have resulted from "the gains that go with concentration in ordinary business." Mayor Peters wanted a more representative citizenry, and saw in federation the means for compelling non-residents to accept some measure of responsibility.

Mayor Peters' analysis of the things which kept Boston and its satellites apart still holds true: "first, a fear of contamination and exploitation by a city which objectors believe to be badly and expensively governed, and second, a sincere attachment to local traditions and a reluctance to lose local identity." Writing when he did, he was able to pitch the debate high and declare that "the impelling motive of this union does not spring from the necessities of municipal finance."

The hopelessness of the outlook stultified serious thinking, however, and nothing persuasive has since appeared, although in one form or another the subject has been kept alive down to the present day. Amid the expansive atmosphere of the 1920's many believed that Boston was doing itself an injustice by failure to unite with the suburbs. Incorporation of populous nearby cities and towns would have raised Boston in its own estimation and in the eyes

of the world. More than once Mayor Curley lent his vocal gifts to the cause of greater Boston. Showing old currents still at work, the Urban Land Institute not long ago urged a union of Boston with a few of its weakest neighbors—a proposal which could only have been based upon literal acceptance of the belief that misery loves company.

Halfway Measures Falter

During recent years there has been a tendency to soft pedal comprehensive schemes. It has been felt that the metropolitan issue should be handled gingerly, although results have not been such as to recommend the technique. A Division of Metropolitan Planning was created, representing the commonwealth, the city of Boston, and the Metropolitan District Commission. It was directed to survey the needs of the area and foster its development—a step much in keeping with the thought that metropolitan Boston is a natural economic unit. While the planning division never lacked for plans and projects, it withered away and there is no intention of reviving it.

For reasons of its own Boston threw away an opportunity to construct the traffic tunnel under the harbor with full regional support. Out of sounder considerations the city upset the original purpose of the metropolitan transit district by refusing to surrender its municipally-owned transit facilities.

Ten years ago a broad-gauged plan for metropolitan police was beaten down in the legislature not by Boston or suburbanites as such but rather by local police officials throughout the metropolitan region.

No one since has had the courage to suggest functional expansion of metropolitan authority.

In 1938 the General Court set up a recess commission to study metropolitan affairs and explore the outlook for more joint activity by cities and towns. As an illustration of the spirit in which the assignment was made, any mention whatsoever of police and fire administration was excluded from the scope of the inquiry. The commission went ahead, nevertheless, and did some good work in the traffic field. It demonstrated a bias against congested areas in use of motor vehicle revenue and helped secure an increased allowance from the state highway fund for metropolitan boulevard maintenance—a quest in which metropolitan legislators joined with a will. Otherwise the commission was unable to advance. Its effort to establish some relationship between use of metropolitan parks and assessment of their expense failed. Other attempts to place metropolitan levies on a more reasonable basis have also been laid aside. Backing by the Governor was not enough to gain success for a recent plan to widen the membership of the water district in the hope of increasing the use of its ample water supply.

Several attempts to transfer local facilities to control of the Metropolitan District Commission have been rejected. Even the most trivial and innocent moves by Boston are suspect. Growth of population in the Mystic River Valley, entirely outside the corporate limits of the city, resulted in a surcharged condition of metropolitan sewer lines. Relief sewerage costing millions was built

by the north metropolitan district. Boston shared the cost proportionately without objection. On the other hand, when Boston and Cambridge wanted to transfer the maintenance of two Charles River bridges to the parks district, legislators sensed a plot—Boston was trying to unburden itself at district expense. It made no difference that both bridges were joined at each end by metropolitan boulevards or that Cambridge and Boston were district members who had always paid their dues and, in addition, stood most of the expense of the Charles River basin.

A Metropolitan Impasse

Metropolitan government in Boston has worked and worked well through special purpose districts under state control. Perhaps the severest criticism would be that it has stood still—there has been no progress toward extending regional government in new directions. Public works have been added, to be sure, but always in line with existing functions. Advocates of more inclusive metropolitan government in the Boston area have had a hard time enlisting popular support. Lofty proposals for consolidation may have excited a certain amount of speculative interest but they have been barren of results. Piecemeal measures have been equally disappointing.

It might be well to let the subject alone were it not for the impact of recent urban changes. Movements of wealth and population are sapping the vitality of those places which are a means of livelihood for the whole metropolitan region. Boston's ills are shared by adjacent municipali-

ties, and their combined weakness is a drain on the strength of the area. A major metropolitan issue today is one of finding adequate support for all local government within the Boston district.

Existing machinery of metropolitan government is unequal to the task. It has no authority to extend financial relief and it lacks power to broaden its service function in such a way as to lift part of the load from hard pressed cities and towns. Admirably suited for constructing public works to accommodate growth of population on the outskirts of the area, it has fallen down whenever there has been any question of equalizing the costs of government at the center of the area. The six counties in metropolitan Boston have nothing to offer, restricted as they are under Massachusetts procedure. Coöperative effort among individual localities has not advanced beyond mutual assistance in fire-fighting.

The metropolitan impasse has already compelled the commonwealth to take direct action. Thus the state has been mainly responsible for development of the port of Boston, which is a prime asset of the metropolitan region. It has purchased and is now expanding the Boston airport despite the fact that it is primarily a terminal for the metropolitan district. Probably the commonwealth will continue to intervene when large issues are at stake and local initiative is paralyzed by factional strife or financial incapacity.

Any help from metropolitan quarters over the near future will doubtless be confined to street traffic improvements. Correction of traffic bottlenecks and provision of broad

arteries appeal to the commuting motorist, and in his anxiety for speed and convenience he is almost as willing to see good roads in Boston as in his own town. Expansion of the highway program in the metropolitan parks district seems likely when the war is over.

Prospect of a Way Out

At the moment it would be unwise to count on anything more. Few would deny the desirability or even the justice of putting other services on a regional basis, particularly those where expense can be traced to metropolitan factors. Police protection, street traffic control, heavy pavements, high pressure fire service, unemployment relief, numerous phases of public health and hospitalization—these are costs of government which invariably concentrate at the hub of a populous metropolitan area and which shade off at the rim. Metropolitan government from such a viewpoint parts company with Mayor Peters' plea, since the "impelling motive" springs directly from the necessities of municipal finance. Chances of securing action, however, are remote, and another course must be found.

It seems impossible to brace the vulnerable communities in metropolitan Boston without taking measures to spread the burden of taxation and equalize the cost of government within the region. Corrective moves should have the advantage of being statewide. Local property tax reform, coupled with a system of state aid and revenue distribution which frankly reckons with the taxpaying ability and governmental needs of

(Continued on Page 132)

Training for Public Servants

More than 80,000 governmental employees—local, state, and federal—are enrolled in federally-aided training classes in 37 states; 55,000 others receive instruction.

By WILLIAM A. ROSS

*Consultant, Public Service Occupations
Vocational Division, U. S. Office of Education*

AS OUR nation has developed, the functions of government have greatly enlarged and expanded on all levels—local, county, state, and national. The duties and responsibilities of persons engaged in public service occupations, therefore, are progressively more varied and complex. Wartime conditions resulting in a manpower shortage, due to the flow of persons from all walks of life into the armed forces and industrial pursuits, further complicate the situation.

Operating efficiency should be the chief consideration in government at all levels, as well as in industry, both in time of war and in time of peace. Skilled and qualified administrators, supervisors, professional workers, office workers, maintenance men, and mechanics are just as essential to public work as they are to private enterprise.

Training of various kinds, both formal and informal, has been provided to some extent for a limited number of public employees ever since the republic was founded. Only recently, however, has any nationwide attempt been made to develop organized, systematic training programs to meet the needs of large numbers of workers in the field of public service.

The George-Deen Act of 1936,

supplementing the existing Smith-Hughes Act, made definite provision for including in the trade and industrial part of the vocational education program training in public and other service occupations through established vocational educational channels. With the passage of the act came certain financial support for a plan to better equip and upgrade public employees.

Lack of funds and a limited knowledge on the part of public officials as to how to organize training programs have been the important factors limiting the development of training programs for public service. Actual experience in establishing and operating vocational training programs for public service occupations is still rather limited. Thus far "in-service training" has been productive of more satisfactory and practical results than "pre-employment training."

Although some public service training had been provided through vocational education prior to the enactment of the George-Deen Act, its passage made possible the further extension of such training opportunities to workers in a greater number of occupations in all parts of the United States. In some instances, the training needs are similar to those of workers in private employment; in other instances, these needs are sub-

stantially peculiar to public employment.

The interest in such training, carried on as a phase of vocational education, is evidenced by the total enrollment during the past five years in vocational education classes conducted for these servants of the public.

<i>Year</i>	<i>Enrollment</i>
1938-39	50,723 persons
1939-40	62,303 persons
1940-41	81,784 persons
1941-42	89,466 persons
1942-43	81,264 persons

Occupations Covered

For the year ended June 30, 1943, the 81,264 persons enrolled in federally-aided training classes of 37 different states were classified into occupational groups as follows.

Bus and truck drivers	2,704
Clerical workers, stenographers and typists	963
Custodians, janitors and building engineers	4,578
Finance officers and assessors	838
Firemen	47,266
Inspectors	659
Librarians	547
Municipal administrators and officials	1,354
Park rangers and foresters	105
Peace officers	10,627
Power plant operators	496
Public health employees and hospital attendants	2,052
Public welfare employees	205
School board members	234
Water and sewage plant operators	1,417
All others	7,219

In addition to the 81,264 enrolled in regularly organized and conducted public service training classes, approximately 55,000 other persons also received some instruction in public service. It is recognized that public workers although competent may need additional training in order to

carry out their responsibilities. This training is necessary, from time to time, in order to keep them abreast of new developments, and to enable them to handle new duties properly.

The question is often raised, "In connection with what kind of jobs is public service training offered?" The list below indicates the wide scope of such training.

Accountant
Assessor
Administrator—city
Attorney—city and county
Building custodian
Building engineer
Building guard
Bus operator
Bus mechanic
City manager
Clerk—city and village
Conservation supervisor
Correctional institution employee
Employment service supervisor
Finance officer
Fisheries supervisor
Fireman—regular, volunteer, auxiliary
Fire guard and warden
Foreman
Forest fire fighter
Game warden
Highway employee
Highway patrol officer
Hospital attendant
Hospital dietitian
Hospital cook
Housing official
Immigration agent
Interviewer
Inspector—building, electrical, food, health, meat, milk, motor vehicle, paving, safety, sanitary, water, weights and measures
Janitor
Juvenile court officer
Labor law administrator
Librarian
Lunchroom manager
Motor vehicle examiner
Municipal administrator
Nurse
Old-age pension clerk
Park official
Park supervisor
Park ranger
Personnel officer
Personnel clerk

Plant protection official
 Plant guard
 Planning official
 Playground supervisor
 Police officer—patrolman, traffic officer, auxiliary
 Power engineer
 Prison officer
 Prison guard
 Purchasing agent
 Public administrator
 Public works official
 Public health official
 Recreation director
 Sanitary officer
 School board secretary
 School board treasurer
 School census enumerator
 Sewage plant operator
 Sheriff
 Social insurance clerk
 Streetcar operator
 Truant officer
 Unemployment compensation employee
 Watchman
 Water works operator
 Welfare worker
 Welfare and recreation director

How It Works

An insight into how training is carried on in various states may be secured from the following material taken from the 1942-43 annual descriptive reports of State Boards for Vocational Education:

ALABAMA—"Because of the inability of local boards of education to replace transportation facilities, a program of considerable scope, the training of school bus drivers in methods of conservation of equipment, has been inaugurated. One instructor training course was held on a statewide basis and eighteen instructors were qualified for conducting such schools in various centers of the state. It is the purpose of the state department to follow this with a similar program of training for the mechanics who must repair and maintain this equipment."

COLORADO—"The whole program of peace officer training has been very well received in every community. The city and county officials realize the great need for such instruction for their law-enforcement agencies and are very desirous that it continue on an even greater scale."

Instruction was given in 33 towns and cities.

MASSACHUSETTS—Thirty-six fireman training classes were conducted in 22 centers during 1942-43. In these classes, 962 persons were enrolled and trained as fire fighters.

MICHIGAN—"In the field of public service training there has been an expansion in the services rendered to the training of librarians for the smaller communities through area workshops. This is the result of an experimental program carried on during the previous year."

NEBRASKA—The state fire engineering instructor conducted 26 meetings attended by 2,939 civilians and 633 firemen. Subjects included: fire fighting evolutions, civilian defense, fire prevention, and bombs and incendiaries. The state fire instructor also gave illustrated talks on fire prevention and war emergency to 10,270 pupils in the public schools.

OREGON—"Several public service occupations are showing a need for training work. Chief among these is the county assessors group, the finance officers group, public building janitors, and several fire departments. . . . The Oregon Finance Officers Association voted in their annual conference to begin training on a long range two-year program submitted for their approval, at the end of the war. The Tax Assessors Association has asked that an immediate training program based upon plans made for a vocational program should be offered."

PENNSYLVANIA—"The following programs of in-service training are being conducted in Pennsylvania: police service, fire service, workers in correctional institutions, assessors, school board secretaries, building custodians, public health inspectors, administrators and supervisors of governmental agencies, and borough officers."

VIRGINIA—"The program of training school janitors that was inaugurated during the previous year continued with excellent results. In the training of school janitors the state is divided into four zones and one instructor is assigned to each zone. The instructors' salaries and traveling expenses are paid through Richmond City, Harrisonburg, and the counties of Giles and Dinwiddie respectively. Through previous arrangement the itinerant instructors arrange to meet the janitors in some central point in a given school division to give them general in-

struction covering the technical phases of janitor work. . . The itinerant instructor follows up this instruction by visiting each school and giving individual instruction to the janitors. The nature of this individual instruction depends upon the types of floors, boilers, ventilation, school equipment, and other factors. The instructors devoted considerable time to giving demonstrations. A total of 1,383 janitors received instruction last year."

WASHINGTON—"One full-time and one part-time itinerant fireman trainer were employed during the year. The full-time trainer operated on a statewide basis confining his activities largely to problems of urban fire prevention and control. The part-time trainer's activities were devoted to fire prevention and control in the grain-raising areas of eastern Washington."

WISCONSIN—"During the past year, four part-time assistant instructors were selected and trained from various fire departments in the state. A plan for the organization of fire training schools on a county basis has been completed and it is anticipated that from 25 to 30 such schools will be in operation within a year in order to accommodate the rising need for instruction for volunteer fire departments."

Training on Local Basis

Much of the work done in vocational education is organized, financed, and conducted on a local basis. Classes and instruction are planned to meet local needs, and the enrollments are confined largely to local workers. In most instances the training is organized only when the local group is large enough to justify a class. Under such conditions, public service training can operate best in the more densely populated areas; even then the requirements of all persons who need, want, and can profit by such instruction cannot be met fully.

In many public occupations for which training is badly needed there are few employees in a single community, and it is not practical to

organize classes for the small number which can be served. Training, if offered, therefore, must be set up on other than a local basis. Several different plans have been inaugurated to meet this situation. Among them are: (1) the zone school with either local or itinerant instructors; (2) the institute where intensive courses of two to five days are provided; (3) the state board for vocational education or other designated institution acts as the agency to organize and conduct training. Such plans when properly operated make it possible to extend opportunities beyond the local community.

Although certain federal funds are available to assist in defraying the costs of training employees engaged in public service, much of the training is conducted without direct federal reimbursement. In many instances assistance is given by members of state vocational education staffs in connection with the organization and planning of courses, as well as in the training of teachers. The actual training of workers is often carried on by employees already engaged in public service work without additional compensation. In a few states, public service training is carried on entirely from state funds. Training is thus made possible for a larger number of people.

Many tangible results have been realized through the vocational education in-service training program for public employees. Efficiency in public office has been improved, lives have been saved, fire loss reduced, crime and delinquency curbed. Less tangible, though no less important,

results have been the raising of employee morale, opening the door of opportunity to advancement, establishing greater coöperation among public officials, and securing a better understanding of the operation of public agencies.

The adequacy of a training program can be measured by such factors as existing training needs, available facilities, the organization of training content, teaching methods used, and supervision or follow-up work with the learners.

Public service training adminis-

tered through the U. S. Office of Education is maintained for one chief purpose—the improvement of the work performed by public employees. It is organized for persons who are employed by the public, and is planned to increase their knowledge of and ability on the jobs in which they are engaged. In every state there is a state director of vocational education, usually located in the capital city, who can supply more detailed information on how public service training operates for the upgrading of public servants.

Let's Give



**RED CROSS
WAR FUND**

**BUY
United States
War
Bonds
and
Stamps**

Cities Get 'Out of Red' Together

Some two hundred municipalities, organized in 1933 as the Association of Washington Cities, help to develop a well rounded tax structure and thereby strengthen local finance.

By CHESTER BIESEN

Executive Secretary, Association of Washington Cities

IN THE state of Washington we have the idea that "money talks"—if essential municipal services are to be rendered they must be paid for and the municipal treasury must receive the revenue necessary to assume their cost.

Washington cities find that a dollar in the budget is worth a barrel of talk and advice on how to cut expenses. This is not to decry improvements in administrative management, so highly touted by many as the way out of a financial dilemma. We believe in such improvements, and probably have gone as far as the average group of cities in cutting corners, eliminating lost motion, improvisation, and the like. At the same time, if a city's insurance rates are increased because the town has failed to obtain an extra pumper for the fire department or to increase its water supply, no amount of talk or advice on "administrative management" will reduce the rates or purchase the equipment essential to the proper protection of the community.

In the final analysis local government must have economic foundations to survive—and the development of a well rounded and fiscally adequate tax base to support local services is a major obligation of local government officers.

When the depression struck the state of Washington, cities were among the first jurisdictions to suffer

its full impact. Immediately their assessed valuations began to tumble—by 1938 this reduction was approximately 20 per cent. County assessors, over whom cities had no control, elected on platforms calling for reduced valuations, offered little prospect of any immediate change or improvement. Furthermore, with the gradual pyramiding of tax levies by the legislature a rising rate of tax delinquency occurred. By 1932 a flood-tide of popular resentment against the ever-increasing property tax swept in a drastic limitation on tax levies through the so-called "40-mill initiative." These two factors resulted in a drop in the taxes cities were able to levy of approximately 46 per cent. Without sovereign taxing authority, and exercising only those powers specifically delegated by the state, the prospect of finding new revenue sources locally was more than circumscribed.

In many instances city expenditures were reduced by about one-third. In five municipalities of the first class alone, over 1,000 employees were dropped from the payrolls. Police protection became inadequate, crime rates tended to increase, and municipal services suffered generally. Many economies were made but they were not sufficient. It should be noted, too, that certain municipal expenditures were mandatory by state law and could not be reduced by local action.

As a result, unbalanced budgets and deficit financing became prevalent.

Municipalities, of course, were not alone in this predicament, and it is well to note how closely their welfare is associated with that of the state. The state jurisdiction saw its property tax completely wiped out, except for 2 mills for higher education (50 per cent valuation) and the authority to levy for previously-incurred indebtedness. Hunger marches on the capitol and increasing pressures for relief appropriations helped to crystallize opinion for a new tax system.

Tax Base Expanded

By 1935 the legislature was ready to act, and that year it brought about what is probably the most extensive system of sales and excise taxes of any of the 48 states. These included multiple classified gross sales taxes (business and occupation tax, public utility tax, etc.), retail sales and compensating taxes, and selected sales and excise taxes (cigarette, fuel oil, admissions, conveyance, automobile excise, etc.).

It should be noted, however, that this broad expansion of the tax base developed concomitantly with the reduction in the property tax, so the total tax burden for the most part has not been unduly greater than it was in 1931. Of course, with the increase of the retail sales tax from 2 to 3 per cent in 1941, the revenues from this source did increase materially during the past two years.

The dollars again began to roll into the state treasury. Counties were almost immediately benefited by the new fiscal position of the state, for the state itself took over a large share

of the relief load and hundreds of miles of county roads. Schools, likewise, were given extensive state assistance, which for example increased from about \$4,000,000 in the 1929-31 biennium to \$25,000,000 during the 1935-37 biennium. Cities alone were left in a bad way.

While rendering basic and essential services to over two-thirds of the population of the state, local government found it difficult to find an answer. The reasons were probably four-fold:

1. There was a definite lack of statutory authority for cities to seek out new revenue sources locally, and to otherwise meet changing conditions.

2. The courts had consistently construed municipal powers narrowly.

3. The local sharing of state-collected revenues was a new idea, and the public generally neither realized its advantages nor possibilities. Coupled with this apathy was the opinion of certain legal authorities that the constitutional prohibition against the state levying a tax for local purposes was a bar to this procedure.

4. Lastly, municipalities had no effective voice at the state capitol—there was almost a total lack of municipal representation at the legislature. The larger municipalities of course maintained lobbies of their own, but with the anti-urban feeling on the part of many members they did not function effectively. Occasionally two or more cities did attempt to cooperate on a common problem only to find themselves stymied by a third or fourth.

This condition has now happily been changed, and local government has been enormously strengthened by the effective organization of some two hundred cities and towns in their own Association of Washington Cities. The first attempt to organize after a

previous association had died a natural death many years before, was made in 1933 by a few far-sighted municipal officials, one of whom is Hon. John E. Carroll, president of the Seattle City Council and chairman of the Association's Executive Committee for many years. The American Municipal Association, with Spelman Fund assistance, provided the financial means for an initial field program, the University of Washington supplied office space and important research assistance, and a full-fledged league of cities was on its way.

Finance Problems First

While the services such leagues normally offer were gradually developed over a period of years, particular emphasis was early placed on the solution of the financial problem and the development of a well rounded tax structure. Consistent as well as "persistent" educational efforts were made to bring to state legislators and other officers a picture of the inadequacy of municipal resources together with other city needs and problems. The term municipal coöperation was translated into action as cities, big and little, worked together in a common task.

This educational campaign did not bring results overnight, but little by little gains were made. The old concept of road-user taxes for state and county highways only was broken down and "those roads called streets" were finally recognized to be of statewide importance; as local law-enforcement problems were better understood, cities were given shares of state liquor profits; when the property tax on automobiles was aban-

doned the legislature was made to see the justice of giving cities a definite percentage of the new motor vehicle excise tax; when it was understood that small towns had neither the equipment nor the funds to maintain primary state highways through their limits, the necessary authorization for the maintenance of such primary streets by the State Highway Department was obtained; when the legislature saw the need for broadening the local tax base in addition to granting local shares of state funds, the state completely vacated one field of taxation, the admission tax, and made it available to cities; when problems of the war emergency were presented, a special appropriation was made to help meet civilian defense and increased operational costs, as well as to help offset declining liquor and gas tax revenues; by indicating the special problems faced by cities with war industries where populations had zoomed upwards, special assistance was given on the basis of population increases since 1940.

Summarizing these achievements more specifically, cities now receive the revenues listed below as a direct result of active municipal coöperation.

With the benefits of this financial program, many cities are now in a better position than they were prior to the depression of the thirties. Even before the 40-mill tax limitation was initiated, many cities were limited to 15 mills (50 per cent valuation) by statute. This meant that many with low assessed valuations had been having a tough time to do a proper job. While no municipality is now "rolling in wealth" the tables are definitely turned. Practically all are

	<i>Official Estimates for 1944 per capita</i>
<i>All Cities</i>	
15% of State Gasoline Tax	\$1.89
52% of State Liquor Profits	2.84
50% of New 10% War Liquor Tax	1.23
15% of Motor Vehicle Excise Tax	.30
War Emergency Appropriation	.47
Admission Taxes up to \$1.00	1.00
Total	\$7.73
<i>Cities Below 1500</i>	
Value of state-maintenance of primary highways	.58 ^a
Total	\$8.31
<i>Cities with War Industries</i>	
Probable allocation based on population increase only since 1940	\$1.85 ^b

^a125 miles of highway in towns with total population of 93,479—estimated maintenance cost by State Highway Department—\$55,000.

^b\$500,000 allocated per year for present biennium, distributed to cities in direct proportion individual increase bears to total increase on per capita basis. Check is made by Census Board every six months to allow for shifts in population and estimates of Board are final.

at last on a cash basis and many are setting up reserve funds for postwar improvements.

Such achievements were not happenstance, nor were they easy; they required intelligent direction, planning, and educational activity. At the same time, old-style high-pressure methods were not used and legislators have come to think of Association representatives as "the cleanest bunch of lobbyists at Olympia." Each measure has had to stand or fall on its own merits.

Another factor of special importance has been the sympathetic understanding of local government problems by Washington's able and energetic Governor, Arthur B. Langlie. Up from the ranks of local government as mayor of Seattle, the state's largest city, Governor Langlie's vision and belief in the need for strengthening local units of government toward a better ordered state government were factors in achieving the present posi-

tion. It was the Governor's view, as well as that of legislative members, that cities should not only break even during the present war emergency, but should have sufficient funds to build up some reserves and take their proper place in carrying out a post-war public works program.

Such a record of achievement would, of course, have been impossible had the state's fiscal position not remained sound. If cities are to retain their present advantages, much will depend upon the continuance of such a sound fiscal position. For this reason city officials may consider it an obligation to "stick their necks out" from time to time in upholding the state's tax base. This is never an easy thing to do politically, but the question may be raised as to how far a municipal "lobby" should seek to secure or maintain favorable shares of state-collected revenues unless it is willing at the same time to raise its voice for the maintenance of a tax

structure on the part of the state which will permit such sharing.

Secondly, it is commonly assumed that so-called dependence upon the state results in a loss of municipal independence. A keen observer of both British and American governmental policies recently said: "Make no mistake about it, however, if experience almost universal is any guide to you, a subsidy from a superior to a subordinate political unit does carry with it a voice in the use of the money."¹

We do not subscribe to this theory in Washington. Instead of local sharing of state-collected revenues increasing state control, there has been a gradual tendency toward decentralization and the reduction of state control. While it is true that most of the state-aid funds are earmarked for particular municipal purposes, such as city streets, police and fire protection, public health, and the like, these provisions were specifically written in the statutes at the cities' request to avoid possible constitutional question being raised. Since no city finds it difficult to spend the moneys for the purposes earmarked, no burden is involved.

HALF CENTURY—HALF MEASURE

(Continued from Page 122)

municipalities, is the right place to

¹"Some Observations on American City Government," by Arthur Collins. *Public Management*, September 1943, p. 260.

start. It means a wrench with the past and calls for more thought and driving force than has been displayed thus far. Slow as such a program is likely to be, it is apt to come more quickly than some visionary metropolitan arrangement. And under certain circumstances it could come very quickly indeed. Another period of severe strain for municipal finance might bring the change.

Yet any program of tax relief, however necessary or beneficial, will never settle the matter. There are other things which count—orderly growth, efficient administration, industrial and commercial advancement. As long as metropolitan Boston is rent by political division there will always be an uneasy feeling that these essentials are not being met and that the full energy of the area is being held back. In just such uneasiness lies the real promise of effective regional government.

Meanwhile the attitude of suburban sections toward what is taking place in the area from which they draw their livelihood brings to mind a caricature by Low, where he pictured the democracies adrift in violent seas of the Munich era. At one end of the craft, the weaker nations were trying to bail out the boat and plug the leaks. Huddled at the other end were the strong powers. "How fortunate," they agreed among themselves, "the leaks are not at our end of the boat."

London Plans City of the Future

Governmental authorities, professional and welfare groups cooperate to study traffic congestion and develop better housing, open spaces, ideal location of homes and industry.

By H. V. LANCHESTER

Town Planning Institute, England

THE story of the need for improvement of Britain's great cities from the social point of view starts rather more than a hundred years ago. Previously the aspect studied was mainly that of architectural embellishment, the instinct for which, it is curious to note, tended to lapse as the sociological demands took a more prominent place in the picture.

It is not an overstatement to affirm that the larger towns showed themselves as less orderly and dignified at the end of the nineteenth century than at its beginning; whilst all through the latter half efforts were being made, somewhat tentatively it is true, to improve living conditions within them.

After 1880 these efforts began to take shape in the founding of such communal groups for workers as Port Sunlight and Bournville, followed in London by the extensive housing program of the London County Council and by the initiation of garden cities such as Letchworth and Welwyn to draw people away from the too densely occupied central areas.

With the revival of a broader view of improvement, under the title of town planning, the subject began to take the form of a scientific synthesis of all the component factors, extending the rather concentrated attention that had been given to housing conditions towards the other components needed for a satisfactory plan, such

as the demands of administration, education and recreation, communication, and even amenity and beauty.

Still, progress was not rapid; the war of 1914-18 intervened and after this housing was once more the major activity.

The Barlow Commission was appointed in 1937 with a view to clearing the ground for an effective scheme of replanning, and by its report opened up the question of distribution of industry and population, and the relative values of centralization and decentralization, but before any action could be taken on its recommendations the war was upon us, and though this gives us, in a way, breathing time, it has also added new problems to the old ones.

Actually it is the present war, particularly the feature of destruction from the air—the "blitz" as it is popularly termed—which evoked an almost universal consciousness that drastic reconstructions were possible and desirable.

In conjunction with the need for expanded agricultural production this moved the Government to form the Uthwatt and Scott committees in the hope that these would help them to define a program for the future.

The reports of these two committees, together with the subsequent one by Sir William Beveridge, although the latter did not affect actual physical replanning, certainly give plenty

of material on which to base a policy, but so many views and interests are affected by the proposals that it is hardly to be expected that these will all be implemented in the near future.

In the meantime the extensive destruction in the very heart of London and in other large cities made such a vivid impression on all sections of the community that the possibilities of reconstruction on better lines became a dominant feature in the activities of municipal authorities, professional bodies, and numerous welfare societies. Many municipalities are preparing provisional plans, while the societies are studying the principles which should be observed in order that these may afford the maximum benefit to all classes.

Professional Groups Draft Plans

Professional groups have been especially active in this direction, having made their own representations to the government committees and in some cases prepared comprehensive plans. London naturally received their first attention. The Royal Academy produced a plan for the central area, directed mainly towards its artistic embellishment, though the economic and social demands also received consideration.

The Royal Institute of British Architects formed a Reconstruction Committee which coördinated the work of about a dozen subcommittees dealing with various sections. It held an exhibition to illustrate the general scope of town planning, and another, in conjunction with the Architectural Association, which displayed a very closely studied program for the redevelopment of the whole of the Lon-

don region, aiming at the coördination of all the remedial measures desirable for this aggregation of eight and a half million people.

The Institution of Civil Engineers has held a series of conferences on the problems of reconstruction; the surveyors and other bodies have also given close attention to these.

The City, which has had a larger percentage of damage than any other part of London, probably presents for its limited area one of the most difficult problems resulting from the "blitz." Land values are high, traditions of utilization are strongly held, and the links between administration, ownerships, and finance very close; at the same time there has been a tendency in some branches of business to move out of the City area and, taking all these factors into consideration, the Corporation has not felt it desirable to publish any improvement scheme up to the present.

Surrounding the City lies London County stretching from Hammer-smith on the west to Woolwich on the east, Stoke Newington on the north to Dulwich in the south, and containing a population of four millions.

The London County Council authorized the preparation of a plan for the remodelling of this area and entrusted the work to Professor Patrick Abercrombie and its architect, Mr. H. J. Forshaw, who had the support of a very competent staff.

The position in regard to this plan, as defined by Lord Latham, is that the London County Council, while determined to carry out the replanning of London to the fullest extent practicable and on the best principles,

is not at this stage asked to adopt the plan in its entirety. It will be necessary to enlist the coöperation not only of the central government departments but also of the City Corporation, the Metropolitan Water Board, and many professional and other bodies.

The importance of the statement by Lord Latham in his speech at the opening of the exhibition of the London County Council plan justifies the following quotation:

With the best will in the world no satisfactory planning, whether on the lines of this plan or otherwise, can ever be achieved unless there are far-reaching extensions of town planning powers and unless fair and reasonable financial arrangements are made between local authorities and the Exchequer.

This planning must be nation-wide; and just as a new ministry has been set up to harmonize all the local and regional planning efforts, the cost must be fairly spread between the rates and the taxes. Do not think, however, that we have a choice between cheap reconstruction without planning and reconstruction to which planning has been added as an expensive luxury.

Planned reconstruction looks expensive when you set down in a column the cost of projects up to a big sum. But haphazard reconstruction where you never add up the sum, and where you never think about the effect of fulfilling one need on the ability to fulfill another may well cost far more on the long view in wasted effort, abortive expenditure and thought, and intangible but real leakages of time, money, and energy that spring from inconvenient housing, badly arranged industry, inadequate roads and obsolete communications. We rightly plan labor-saving houses; well, let us also plan a labor-saving city.

There is a remarkable similarity between the general lines of the London County Council plan and those of the plan by the Royal Institute of British Architects' Committee for the more extended area. As might be ex-

pected the LCC, with its large staff and resources to information and statistics, has dealt with many features more intimately and in greater detail; it is also as might be expected more cautious as regards proposals involving acquisition or other expenditure; but the subdivisions into townships and their separation by parkways indicate that the same view is taken as to how this great agglomeration should be treated.

Plans Compared

The differences are more a matter of degree than of principle and, while the RIBA plan may be thought to go rather beyond what is possible even in 50 years, that of the LCC may yet require further measures of improvement in some aspects. For example, the provision of four acres of open space per 1,000 persons, as much as it is thought practicable in many areas, might as in the RIBA scheme be increased to seven acres or, alternatively, be supplemented by acquisitions further out, provided these were easily accessible.

This and other questions, such as the future plans for rail and road communications, are clearly matters for further investigation as they involve many related problems, both practical and economic, which cannot be claimed to have reached solution at the present time.

As Lord Latham has said, only Government can take such action as will bring the various interests and authorities into one coöperative group qualified to decide how the problems of industry, traffic, etc., can be organized to give the maximum efficiency and economy.

Though the three plans which have

been shown to the public all possess features which it may be hoped will take a place in the London of the future, that exhibited by the LCC is the only one entitled to be called "official" and that merely to the extent of its preparation under civic auspices, as the extent of its implementation is still an open question. All three, therefore, are open to review by the public in general, and the opportunity for criticism should be taken advantage of by all who have qualified themselves to contribute to the conception of the best possible form for the future of our capital city.

Remedies for Defects

The defects arising from past neglect and the destruction due to the "blitz" provide but two among the many reasons why an all-embracing scheme of reconstruction should be visualized, and what has been done so far must be regarded, and is in fact regarded by all who have borne a share in their inception, as studies for such a scheme in forms as stimulating as possible to the imagination, not necessarily covering all the details of every problem that has arisen.

The attempt must here be made to describe what these plans propose, so as to convey some idea of the type of city they visualize. It has been affirmed that there are at present four major defects for which fundamental remedies must be devised: traffic congestion, depressed housing, inadequate and maldistributed open spaces, and the confused location of homes and industries. To these might be added the disorganized growth of the outer fringes of the area which is year by year adding to the confusion and

disorganization of London as a whole.

The Bressey road plan made a start with the problem of traffic congestion, but since then we have learned a great deal as to the necessity of separating high speed arterials with specially designed connections to the service road system at points perhaps a mile apart.

Then again the Bressey report did not deal with the various types of railway serving the London area which are also in urgent need of systematic coördination. The view is taken that so far as practicable both arterial roads and surface railways should take a "reticulated" form not intersecting but enclosing the subsidiary civic groups or "townships" into which the amorphous mass of London would thus be divided.

These traffic routes might, it is thought, be screened in a measure by parkways. Bearing this general pattern in mind we find ourselves resuscitating the traditional village centers such as Paddington, Islington, or Clerkenwell with the advantages of their communal sentiment which they still retain, combined with the advantages of membership of a great capital.

Such centers would be provided with all the usual features characterizing provincial towns of from fifty to a hundred thousand, their own local administration, clinics and medical services, libraries, schools, nurseries, etc.

They would be larger than the "precincts" advocated by Mr. Alker Tripp and would need division by "sub-arterial" roads, this dictating the planning of each section with its own shopping center, minor clinic,

primary school, and nursery.

Distributed among these townships where sites and communications are found suitable, but separated from them, would be districts allocated to the larger and noisier industries; the smaller ones could be grouped within the townships without inconvenience; "flatted" small factories are suggested for such groups, with their own canteens and nursery accommodation.

Traffic Plans

In a plan such as this the communication between the residential sections which would number nearly a hundred would be by the suburban railways, fast traffic arterial roads on the marginal strips, and tubes or underground lines passing through their centers.

The fine system of fast traffic arterial roads both on ring and radial lines, without any building frontages and only open to second grade "sub-arterial" roads at a limited number of points, would provide traffic communications hardly less speedy than the railways. The latter with a little remodelling would be operating on somewhat similar lines, and it may be fairly estimated that transit would be speeded up by one-third thus doubling the number who could reach central districts in a given time.

In addition the underground and tube lines can be reorganized to give a better balance between north and south than at present and this would enhance their usefulness. The plans also visualize the separation of long distance traffic from the local services, reserving the terminal stations for main line trains only and reducing these from fifteen to five or six only.

It is generally agreed that the existing location of retail trade along the main traffic routes is obsolete under present conditions and it is advocated that the shops should be gathered into groups near but not on these routes, with accommodation for parking cars.

The position of the wholesale and retail markets has also been considered and while some of the former are definitely tied to docks and goods stations, others, such as Convent Garden, ought undoubtedly to be transferred to more suitable positions.

It is held as illogical that goods in bulk should be brought into the congested center to be dispatched in small quantities to all parts of the river banks with continuous open frontages with embankments on both sides extending eastwards at least as far as London Bridge, which would involve a substantial transfer of river-side industrial concerns lower down the Thames.

The improved amenities which this proposal would afford are indubitable, and it is to be regretted that its repercussions on industry have not yet been investigated in order to secure economic justification.

There are possible qualifications, such as an embankment at a higher level allowing for a limited number of small docks behind the embankments or the extension and enlargement of the Surrey Canal to give additional water frontages in South London.

As might be expected the LCC plan gives particular attention to the distribution and grouping of flats and houses in the replanned area. It is

(Continued on Page 158)

Contributors in Review

BOSTON is probably as good a vantage point as any from which to consider the afflictions of a metropolitan city," writes **Richard A. Atkins** (*Half Century-Half Measure*). Mr. Atkins has been with the Boston Municipal Research Bureau since 1935; he has served as its secretary since 1942. On his graduation from Hamilton College he taught school, then did advanced work at Harvard and at Syracuse University's Maxwell Graduate School of Citizenship and Public Affairs. He has contributed numerous articles to the NATIONAL MUNICIPAL REVIEW on Massachusetts local government.

EXECUTIVE secretary of the Association of Washington Cities, **Chester Biesen** (*Cities Get "Out of Red" Together*) is consultant on municipal problems for officials of some two hundred member cities and manager of their statewide association. Mr. Biesen's background is that of research and teaching. He was formerly executive secretary of the University of Washington's Bureau of Governmental Research and an instructor in the University's Political Science Department, teaching municipal government and personnel administration. He has had two terms as a member of the Washington legislature. Since its organization in 1933 the Association he represents has become a recognized force for better local government and a major influence in placing the financial affairs of cities on a firm footing.

A WELL known British architect, **H. V. Lanchester** (*London Plans City of the Future*) has been adviser on town planning in various parts of the British Empire. Some of his principal works include the Council Hall at Lucknow, H. H.'s Palace at Jodhpur, and town planning schemes for Delhi, Madras, Gwalier, Lucknow, Rangoon, and Zanzibar. Mr. Lanchester is a member of the Council of Britain's Town Planning Institute and is well acquainted with plans for the rehabilitation of British cities.

CONSULTANT to Public Service Occupations, U. S. Office of Education, **William A. Ross** (*Training for Public Servants*) has had a varied career in the public service. Starting as a teacher and school administrator in Colorado, Mr. Ross travelled to Wyoming where he was, successively, state rural school inspector, state supervisor of agricultural education, and state supervisor of rehabilitation. Later he became subject matter specialist for the Federal Board of Vocational Education and Office of Education, and executive secretary of the (national) Future Farmers of America.

News in Review

City, State, Nation

Edited by H. M. Olmsted

Congested Areas Committee Helps Meet Many Needs

Education, Housing, Sewerage, Transportation Investigated

THIRTEEN urban production centers in different parts of the nation are receiving the direct attention of the Committee for Congested Production Areas, which was created about a year ago to coördinate activities of various agencies having to do with such localities. The committee consists of Harold D. Smith, Director of the Budget, as chairman, and representatives of the War Production Board, National Housing Agency, War Department, Navy Department, War Manpower Commission, and Federal Works Agency.¹

According to a recent report to Chairman Smith by Corrington Gill, director, committee representatives are working in the following areas: Hampton Roads, Virginia; Portland-South Portland, Maine; Charleston, South Carolina; Brunswick, Georgia; Mobile, Alabama; San Diego, California; San Francisco Bay, California; Portland, Oregon-Vancouver, Washington; Puget Sound, Washington; Los Angeles, California; Detroit-Willow Run, Michigan; Orange-Beaumont, Texas; and Pascagoula, Mississippi. The last four areas were designated as congested by the Committee on December 3.

The committee and its functions have been influenced by the Congested Areas Subcommittee of the House Committee on Naval Affairs. This subcommittee

has conducted investigations in various areas, and has stressed the need of co-ordination of efforts and anticipation of the problems created by the rapid development of war industries in specific localities. It recently issued reports on certain Pacific Coast areas—one on Los Angeles-Long Beach, another on Puget Sound; a third, on Portland-Vancouver will appear shortly.

The area representatives of the Committee for Congested Production Areas, and also the federal supply agencies, emphasize the importance of accurate and current population data as a basis for distributing scarce commodities and materials equitably; as a result funds have been allocated to the Bureau of the Census for making sample census studies beginning in February in San Diego, Los Angeles, San Francisco Bay, and Mobile, with Hampton Roads, Charleston, Detroit-Willow Run, Portland-Vancouver, and Puget Sound to follow. Information gathered includes age, sex, race, employment, and family status.

Among specific recent activities mentioned in Director Gill's report are:

Formation of a committee on minimum necessary fire protection in the various communities in the San Francisco Bay area, including members from the CCPA, FWA, OCD, FPFA, California State War Council, and the Office of Civilian Requirements; the resultant program to be submitted to the WPB as a basis for allocating fire-fighting materials and equipment.

Relieving the transportation problem in Seattle, Washington, and Portland, Oregon, by arranging through coöperative efforts for bus parts, replacement motors, and tires, and even some new buses and trolley coaches (for Seattle).

Reviews of the housing situation, in coöperation with NHA, FPFA, and others, in the Puget Sound and Portland-Vancouver areas. Coöperation in

¹NATIONAL MUNICIPAL REVIEW, June 1943, pp. 331-2.

public housing programs there and at San Diego.

Development of a recreation program in Pascagoula; in coöperation with the Community War Services and the city council.

Realization of school construction programs in Vancouver, Washington, and in the San Diego, Brunswick, Charleston, and Hampton Roads areas.

Hospital program, Hampton Roads area, with six FWA projects completed and eight more to be provided.

Provision of sewer facilities at San Diego and Portland.

Two Committees Collaborate on New Baltimore Charter

An official charter commission and a larger advisory charter committee, both appointed by Mayor Theodore R. McKeldin of Baltimore, Maryland, on January 17, are at work on the preparation of a revised charter for that city.¹ The charter commission is a seven-member judicial body which will decide the content of the charter. All members but one are lawyers, including the city solicitor and a judge of the Supreme Bench of Baltimore City. The chairman is Harry N. Baetjer, a prominent attorney. The one layman is the head of a large department store and member of the Citizens League. Dr. Horace E. Flack, head of the Department of Legislative Reference, is secretary.

The advisory committee consists of 25 members representing various organizations, groups, and special interests. It is headed by William T. Childs, investment banker and former deputy city comptroller, and includes spokesmen for business, finance, labor, women's organizations, the Negro population, and the lawyer viewpoint. Dr. C. I. Winslow, professor of political science at Goucher College and president of the

Citizens League, is a member, as are also Dr. G. W. Shaffer, dean of arts and sciences at Johns Hopkins University, and Dr. Katherine J. Gallagher, professor of history at Goucher.

Mayor McKeldin referred to several suggested changes, including tax reform, structural reorganization, proportional representation for the Council, school board powers, etc.

Both bodies are bipartisan in composition. Together they represent a unique arrangement. The *Baltimore Sun* says, editorially: "Mayor McKeldin's dual scheme has the merit of providing an adequate hearing for proposals of infinite variety, and further of seeing that these proposals get the full and careful consideration of an official body. Yet by limiting the commission itself to a membership of seven competent and disinterested men, there is every prospect that the work of revision will proceed promptly and effectively."

Council-Manager Plan News

Further details of the defeat of a proposed substitute for the council-manager plan now in effect in **Rapid City, South Dakota**, are furnished by R. F. Patterson of the University of South Dakota at Vermillion. He states:

"For the second time in two years, the voters of Rapid City, South Dakota, 15,000 population, refused to abandon the city manager plan. At the special election on January 4 the proposition to replace the present plan with a commission of three or five, was defeated 894 to 325. The vote was light yet was 300 more than the votes cast in the recent regular city election. Defenders of the present system carried every voting precinct in the city by ratios that ranged from two to one up to four to one.

"The *Rapid City Journal* vigorously urged the defeat of the commission plan and chided those supporting the move

¹See NATIONAL MUNICIPAL REVIEW, February 1944, p. 93.

for 'not coming out in the open.' It stated:

The fact that no one seems willing to do that must lead all good citizens to suspect that the motive behind the movement is not for the good of the community but in the selfish interest of some individual or individuals.

"Critics of manager government complained that eight of the present commission were residents of the same ward. Others attacked the manager plan as 'unwieldy and unworkable' for a growing city and pointed to the abandonment of the plan in Huron several years ago. Still others seemed to have been irritated at recent 'purity tactics' of the present administration. The Junior and Senior Chambers of Commerce took no official stand in the matter but made a strenuous effort to get the voters to go to the polls.

"The annual financial report of the city on January 1 showed that Rapid City was in the best financial shape in its history. The gross bonded debt had been reduced \$155,000 and the cash balance was more than twice as large as in 1941. At one time there were \$52,000 in registered warrants outstanding but none were issued in 1943."

Three Maine towns have been added to the list of manager municipalities. **Skowhegan**, stated last month to be considering the manager plan, is reported to have adopted it unanimously at a special town meeting on January 8, with a board of selectmen to be elected at the regular town meeting in March. **Eastport**, which has been managed by the state since 1938, reverted on January 1 to its home rule manager charter of 1936. The commissioner for the state was appointed manager on January 3. **Monticello** is reported as having adopted the manager plan in March 1943.

Lewiston, Pennsylvania, adopted the council-manager plan by ordinance last

August; a manager was appointed October 4.

Neosho, Missouri, adopted the manager plan February 15 by popular vote.

Mason City, Iowa, discarded the manager plan by a vote of 2,615 to 2,480 on January 21. Election of a mayor and aldermen will not take place until March 1945. Including Mason City, only 28 cities in 36 years have abandoned the manager plan by a vote of the people.

The city commission of **Benton Harbor, Michigan**, voted on January 24 to submit to the voters at the April election a proposal to rewrite the city charter. If approved, election of a charter commission of nine members was also provided for. Benton Harbor has the commission-manager plan, which was adopted in 1921. The plan at that time called for five commissioners elected at large, who chose the mayor as well as the manager. Later, however, commissioners elected by wards were added to those elected at large, and the mayor was also made elective by popular vote. The *Benton Harbor News-Palladium* comments editorially that the charter revision plan will afford an opportunity to return to the original commission-manager plan.

The city commission of **Battle Creek, Michigan**, voted January 31 to place two questions on the ballot at the April 3rd election, one on whether the charter should be revised, and the other on approval of the manager plan. A charter commission of nine members is to be elected at the same time. The council-manager plan is advocated by Mayor B. E. Godde and by the *Battle Creek Enquirer and News*.

A special election on adoption of the manager plan will be held in **Pulaski, Virginia**, on March 21.

Citizens of **Garfield, New Jersey**, are showing interest in the manager plan.

Cities in Four States Hold Planning Institutes

A four-day planning institute was held in St. Paul, Minnesota, late in January, sponsored by the League of Minnesota Municipalities, the American Municipal Association, and the American Society of Planning Officials. Its main purpose was to assist municipalities of that state which are unable to employ full-time planning technicians and which can designate some appropriate official to perform or coördinate local planning research work who could attend the institute.

Three similar institutes were organized in Pennsylvania to be held in February and March at Harrisburg, Philadelphia, and Pittsburgh, under the auspices of the League of Cities of the Third Class, the State Association of Boroughs, and other local government associations, the Local Government Commission, the Allegheny County and the Philadelphia Planning Commissions, and the Institutes of Local Government of Pennsylvania State College and the University of Pennsylvania.

A planning institute is scheduled for Illinois, March 6-10; one in Los Angeles, California, March 13-17; and one in San Francisco, March 20-24.

Los Angeles Uses Arbitration for Contract Dispute

A controversy recently arose between the Water and Power Department of the city of Los Angeles and a contractor because of the forced cancellation, due to WPB restrictions, of certain public construction contracted for. Of the alternatives facing the Department as a means of adjusting the controversy arbitration was chosen, and an enabling act was passed by the city giving the department authority to enter into a submission agreement. According to *Arbitration in Action* two hearings before three arbitrators—a structural en-

gineer, a building contractor, and a lumberman—decided the amount of the credit for work omitted.

Wartime Law Enforcement Course in New York City

The Court of Special Sessions, New York City, is sponsoring a third in-service training course in law enforcement, from February 16 to May 3, with one session each week. It is for employees of the city and state law enforcement agencies and departments, including Special Sessions and other criminal courts. Among the law enforcement problems discussed are methods of dealing with juvenile delinquency, adolescent and adult crime; prison, probation, and parole problems; techniques of handling sabotage and espionage; and problems presented by economic controls in wartime.

Detroit Air Raid Wardens Attack Juvenile Delinquency

The Municipal Defense Council of Detroit, Michigan, has asked the city's air raid organization to help in the anti-juvenile delinquency campaign. The Council emphasized that it was not trying to compete with regularly organized youth programs but to use their facilities and assist them whenever possible. Detroit's Office of Civilian Defense continues to keep its organization ready for any emergency; nevertheless, its incidental anti-delinquency efforts have had excellent results so far, according to the American Municipal Association.

Youth programs, sponsored by various air raid warden sector groups, already under way include skating rinks, hiking, archery and rifle clubs, classes in photography, woodworking, art, music, dancing, sewing, and hobbies; and home parties. Most of the 350 air raid warden sectors in Detroit are planning softball teams for the summer also, and are making a survey of the vacant

property in their sectors to determine what can be made into playgrounds.

The air raid wardens were asked to help in the juvenile programs because of the vital need for supervised youth programs, and because the wardens had done an excellent job in training and guiding eight thousand messengers—bays belonging to the OCD messenger service.

Civilian Defense Shifts Emphasis

The Office of Civilian Defense believes that states and communities other than in coastal regions and highly industrialized areas can now properly make adjustments in the protective services of the defense corps. It points out, however, that in states on or near the Atlantic and Pacific coasts the threat of air raids still exists, and that more distant industrial communities are still such important targets as to warrant the present plan of civilian defense organization.

In the other areas the adjusted plans will have as objectives: to maintain trained personnel for availability in case of a raid and capable of being rapidly expanded; to keep at full active strength the protective services now equipped to deal with fires, explosions, wrecks, floods, major industrial accidents, and similar catastrophes that interrupt production and menace life; and to aid wherever possible the war services work of the defense councils. Any adjustments effected are to take into consideration the relative degree of hazard from air raids, fires, explosions, floods, hurricanes, and other disasters, with emphasis on protection against those most likely to require action, recognizing the depleted state of regular police, fire, and medical forces from losses to the armed services and industry.

39 Statewide Proposals in 1943 Elections

Thirty-eight constitutional amendments were submitted to popular vote in five states in 1943, 35 being approved; and one other proposal, the New Jersey referendum to authorize the legislature to revise the state constitution, was voted on and adopted, according to a survey by the Bureau of the Census. Few of the amendments were of national interest, two exceptions being the Georgia amendment lowering the voting age to 18 and the New York amendment establishing a tax-stabilization reserve plan.

Twenty-eight amendments were proposed in Georgia, six in New York, two in Kentucky, one in Missouri, and one in Pennsylvania. One in New York and the two in Kentucky were defeated.

Committees Draft Changes for Missouri Constitution

In the five months since the Missouri constitutional convention convened various committees have been hard at work and have shown unexpected willingness to relinquish hoary state policies in favor of modern governmental ideas.

The committee on the executive department has reported in favor of cabinet government instead of a group of elected administrative officers as at present. It recommends election of three executives—governor, lieutenant-governor and auditor; the entire administrative work of the state government will be under the governor, organized in possibly fifteen departments, headed by his appointees constituting the cabinet. The merit system was not recommended, however, except for technical and professional employees; adoption of a comprehensive merit system would be up to the legislature.

The committee on the legislative de-

partment has recommended three major changes to increase efficiency and discourage lobbying. The size of committees is to be closely limited; they are not to hold measures more than a certain period; votes of committee members are to be made public.

The highways committee has proposed that the state be authorized to construct city streets that are a part of the state highway system; it has refused to limit the gasoline tax rate, but recommends earmarking it for highway purposes.

The committee on taxation has approved proposals for classification of property, with intangibles to be assessed on the basis of earnings.

Details of home rule plans for the larger counties and for cities of 10,000 population or more are being worked out by two committees on local government.

It has been expected that floor action will be deferred until all committees have reported, but this may be changed inasmuch as some committees have taken longer than expected, and the convention wishes to finish its work by early summer.

Postwar Planning by Government and Industry

A nation-wide survey by regional business consultants of the United States Department of Commerce shows extensive postwar planning activities at all levels of government, and in commerce and industry, without coincident letdown in prosecution of the war. Information shown for various regions includes the following:

New England: All six states are studying their separate problems and 36 cities and towns have taken up the question of public works reserve programs. Local chambers of commerce and service groups have been cooperating with 63 committees for economic development.

New York, northern New Jersey, south-

western Connecticut: The state governments have definite programs well under way. An increase of 25 per cent in postwar over prewar employment is looked for, and if restrictions are relaxed the reconversion period is expected to be short.

Eastern Pennsylvania, southern New Jersey, Delaware: Nearly all large companies have postwar programs. Shipbuilding and airplane construction are expected to keep industrial activity high until the end of the war.

Southeastern states: All legislatures have established planning boards.

East Central states: Although this area is largely dependent on plans of industries in other states 84 per cent of companies canvassed reported some postwar planning.

Central states (Indiana, Illinois, Iowa, Michigan, and Wisconsin): Programs of unemployment insurance are being provided.

155,148 Governmental Units in United States

The Bureau of the Census has issued a preliminary summary of *Governmental Units in the United States; 1942*, based on the 1942 census of governments. By governmental unit is meant a geographic subdivision or population concentration that maintains a distinct legal existence and is politically organized for the conduct of local affairs. The federal government is also counted as a unit, in addition to which there are the 48 states, 3,050 counties, 18,884 townships or towns, 16,189 municipalities, 108,644 school districts, and 8,332 special districts (drainage, fire, road, or bridge districts, chiefly). Counties in Rhode Island and a few others elsewhere are omitted as unorganized. Likewise unorganized townships are not counted. The school districts included are those that are distinct from other governments in their organization and financing.

Citizen Action

Seattle City Council Asks Citizen Groups to Draft New Charter

Advisory Commission to Make Recommendations for Change

THE City Council of Seattle has passed a resolution asking each of eight civic organizations to designate three representatives to serve on a charter advisory commission "for the purpose of reviewing the present charter of the city of Seattle and reporting as to the advisability of a new or revised charter."

Councilman David Levine, who drafted the resolution, pointed out that under the present law a freeholders commission may revise the charter but that the law does not "permit them enough time in which to make a proper study and preparation. A freeholders commission is given 60 days to make their study and report," Councilman Levine stated, "and that is not long enough."

The groups which have been asked to participate, as listed by the *Seattle Municipal News*, organ of the Municipal League of Seattle for Governmental Research, one of the groups chosen, include in addition: The Central Labor Council, CIO, Chamber of Commerce, Federation of Women's Clubs, Associated Clubs of the North End, Central District Community Clubs, and Associated Clubs of the South End.

In addition three representatives are to be designated by the City Council, two from the Board of Public Works, and a representative of the corporation counsel's office, who will act in an advisory capacity only with the commission.

As soon as the various organiza-

tions have notified the City Council of the persons selected to work on the charter, the president of the Council is authorized to call a meeting of the commission, "at which time the commission shall select their own chairman, secretary, and such other officials and committees as they may select and adopt such rules as they may deem necessary for their own government."

Council President Carroll stated that he hoped the study could be made and amendments or a new charter drafted in time for next year's election. At that time the voters would elect a freeholders' commission which, in turn, would present the new charter to the people for their approval.

Cleveland Citizens Form Bureau of Research

A **Cleveland Bureau of Governmental Research** to take over and expand the research work of the **Cleveland Citizens League** has been organized, with fifteen incorporators who will constitute the Bureau's first Board of Trustees. Mayo Fesler, director of the Citizens League, has been appointed director of the Bureau also. The two organizations will share offices and staff; expenses will be apportioned on an equitable basis to be worked out by a joint committee of the boards of the two groups.

The work of the Bureau of Governmental Research, as stated in its constitution, will be: "To study the problems of public administration, finance, and government; to collect and supply to public officials, interested citizens, civic organizations, and the public schools, accurate and unbiased information concerning the local government in Cleveland and Cuyahoga County; and to coöperate with public officials in the improvement of local governmental procedure, in order to secure greater economy and efficiency in

the administration of local public affairs in the Cleveland metropolitan district. But no part of its activities shall be directed to carrying on propaganda or otherwise attempting to influence legislation."

The Bureau will take over the fact-finding and research work formerly performed by the Citizens League. It will make some of the more extensive and much needed studies and surveys which have not been made by the League because of lack of funds—salary schedules and salary standardization covering the nearly one hundred units of government in the county, the machinery for law enforcement in the community, new sources of local revenue, etc. The Citizens League will continue in its field of critical and constructive work.

According to *Greater Cleveland*, bulletin of the Citizens League: "Many will ask, Why two organizations? The answer is largely because of the legal limitations on contributions to civic organizations in state and federal laws. For long years the Citizens League has been the one civic agency in the community doing the three types of work—critical, informational, and constructive. Both the critical and constructive work are regarded as 'political activity' under the state law, and as promoting legislation and carrying on propaganda under federal income tax laws. . . . Since the Citizens League was doing all three, then the fact-finding and research work, which is not political activity, came within these prohibitions through association. . . . The committee of attorneys found a solution by proposing a plan of separating the fact-finding and research work from the political activity work."

The plan was laid before the Commissioner of Internal Revenue in Washington and approved late in 1943.

"There will be one additional advan-

tage," adds *Greater Cleveland*, "to the success of the new Bureau in this arrangement with the Citizens League. Bureaus of research, by the nature of their organizations, confine their work to the finding of facts and placing them with appropriate recommendations before the public authorities. They cannot carry on a campaign for their adoption. As a result many of the timely and excellent reports of many of the bureaus in the different cities are filed with the proper officials and go on the shelves to gather dust. But under the setup of two separate and independent organizations as herein outlined, the Citizens League, as a militant organization, can take up the recommendations and press for their adoption in administration and their enactment into laws and ordinances if desirable."

Nebraska Taxpayers Group Studies Its County Government

The Washington County (Nebraska) Taxpayers League, organized five years ago, has been working to develop better methods of administration in county affairs and thus produce an improved government at less cost to the taxpayers.

The League is affiliated in its work with the Nebraska Federation of County Taxpayers Leagues. It employed the Federation to make a survey of the government of Washington County as a basis for a study of county administration and recommendation of improvements in procedures and expenditures of county funds. The immediate results have been more than we dared hope for.

For the first time in the history of Washington County, through the analysis of their county government, the citizenry has a complete picture of local affairs. With the published report they may study every detail of their

county's business.

The League has been successful in stimulating citizen interest. Among the activities which it has undertaken are these:

1. In the promotion of the survey, the League held meetings in almost every locality in the county, explaining its work and the benefits of the survey. This resulted in an expansion of the membership and increased financial support.

2. When the survey was released, the League held a public meeting which filled the courtroom of the courthouse to capacity. Local papers reported the meeting in detail, commenting favorably on the League's work.

3. About a thousand copies of the survey were distributed throughout the county.

4. The League's board has held monthly meetings to discuss bills allowed by the county board and other matters of importance.

5. Representatives of the organization meet with the county board whenever anything of special importance is to be considered.

6. The League has made an intensive study of the county budget, especially for the past two years, and expects to continue to do so.

7. Total county expenditures are also studied. Savings on actual expenditures are considerably more than estimated savings as shown in the budget. The county is accumulating surpluses instead of a deficit.

The survey emphasized particularly the need for improved budgeting, accounting, and purchasing methods. It declared that much could be saved if purchasing were placed on a business-like basis. We cannot tell conclusively what improvements have been made in administrative methods as a result of the survey until we have another which will probably be in about a year.

The 1942 budget of Washington County was \$200,715. The 1943 budget was \$164,714. This reduction in one year of 18 per cent shows what can be done through the efforts of informed citizens. The reduction is for one year only, but with the installation of better business methods still further reductions can doubtless be expected.

The work of the taxpayer leagues in each county is part of a statewide movement to gather and publish facts on federal, state, and local government. These facts have been the basis of many constructive laws in Nebraska controlling public expenditures and administrative methods. The county, city, and village budget laws are typical examples.

We realize that the goal we have set means a long-time program, but we believe implicitly in the slogan so often used in Nebraska—"Knowledge of facts by the citizens is the basis of all good government."

JOHN KUNNEMANN, *President*
Washington County (Neb.)
Taxpayers League

"For THIS We Fight"

So widespread has been the demand for the illustrated booklet entitled "For THIS We Fight," which was published last year by the **Civic Research Institute**, 711 Waltower Building, Kansas City 6, Missouri, that the Institute has decided to republish the volume in a slightly reduced size. Orders will be taken, at cost: single copies, five cents; \$4.50 per hundred.

The booklet, written in primer fashion and cleverly illustrated, analyzes the voting misbehavior of citizens in a Kansas City election and preaches a powerful sermon, in words and pictures, on the dangers of voter indifference. The text of the booklet was reproduced as an editorial in the September 1943 **NATIONAL MUNICIPAL REVIEW**.

Grand Rapids Manager Government Studied

Our City Government, Grand Rapids, Michigan, is a study of some 160 mimeographed pages made by the **Grand Rapids League of Women Voters**. Its editor states in the preface that "An informed, responsible citizenry is the objective of the League of Women Voters. Believing that democracy has its grass roots in local government, we have prepared this book . . . to (1) provide the citizen with facts about our city government; (2) stimulate the citizen to think about city government problems; and (3) spur the citizen to action.

One chapter is devoted to "Current Problems in Our City Government," in order to avoid the danger of creating in the mind of the reader the idea that all is static and perfect in his city government. This is followed by the last chapter, "The Citizen and His Job in Grand Rapids," which seeks to show how well the citizen has done his job—does he vote?—does he support citizen groups?—and what he can do to make democracy work in his community.

The authors have attempted to adjust the form of the study so that it may be used advantageously in the local schools.

Mrs. Dorothy Leonard Judd is editor of the book. Mrs. Merle C. Baker, Mrs. Harold S. Shaw, Mrs. James C. Parker, Miss Marian James, Miss Nellie Hayes, Mrs. Martin Robinson, Mrs. Roger Wykes, Jr., and Mrs. Collins Brooks are authors of various chapters.

Here and There—

Postwar Planning

The **Portland (Ore.) City Club** has been discussing the so-called "Moses Plan"¹ for postwar Portland. One

meeting, marking the publication of the Club's eighteen-page report on the Moses plan, was attended by 211 persons, an all-time high for report discussion meetings. The following week a "Gridiron" session was held at which members of the Club's committee authorized to evaluate the plan were present to answer questions. At the time of its appointment each member of this committee had been given a specific assignment for study so that each became something of an authority on a particular phase of the report.

The **Citizens Planning and Housing Council of Rochester, New York**, has called an informal conference to which some 30 offices and agencies have been asked to send representatives. The conference is to aid in solving some of the immediate problems created by the necessity of housing war workers and service men, especially those with families of young children, but it is also hoped that it may furnish some data for future plans.

* * *

Angels in Disguise

Two charming angels, complete with derby hat, halo, wings, spats, and cigar—one bearing a basket labelled "food," the other a bag labelled "favors"—decorate a recent issue of *Civic Affairs* published by the **Philadelphia Committee of Seventy**. The illustrations are in connection with a story entitled "Your Committeeman" which warns the citizen: "Consider what *your* committeeman is supposed to do. Now look him up and find out what he actually does and what he knows about city, state, and national government. Remember, HE IS YOUR REPRESENTATIVE! If he does not measure up to the standards you set, if he does not have the qualities of

¹See "Portland Improvement Program Depends on Federal, State Aid," NA-

TIONAL MUNICIPAL REVIEW, February 1944, pp. 103-5.

the man you want to represent YOU in governmental affairs, then you should not support him in the primary election, Tuesday, April 25th."

* * *

Women Voters' Activities

Backed up by months of planning in local Leagues throughout the state, one of the most intensive voters' information campaigns ever initiated by the **New York State League of Women Voters** got under way in January. It will continue until the presidential election in November is over. League headquarters is furnishing local groups information, suggestions, and materials and will serve as a clearing house for questions. The idea is to help every League member know what steps are involved in the coming state and national elections and thus help spread such information among all the voters.

The **Connecticut League** is also conducting a lively pre-election drive. The *Connecticut Voter* sets forth "Our Yardstick for 1944 Candidates," to which every League member will be asked to pledge her wholehearted support. Among local Connecticut groups, the **Mansfield League** recently discussed "How Mansfield Raises and Spends Its Money"; the **Wilton League** has issued a "Know Your Town" booklet.

Continuing its campaign for a new state constitution, the **Illinois League of Women Voters** held a training class for group leaders working for a constitutional convention.

The **Minnesota League of Women Voters**, which led the fight for a state civil service law, is now in the vanguard of the struggle to secure another forward-looking step in good government—a legislative council. The **Beמידji League** has been coöperating with the Public Library in displaying pertinent books and pamphlets on topics of current interest.

A Soldier Vote Plan

The **Citizens Union of the City of New York** has sent to every member of both houses of Congress a simplified plan of soldier voting which its subcommittee on elections has evolved. The plan calls for a single ballot distributed to all in the armed forces by the Army and Navy, to contain the presidential and vice-presidential candidates. All other offices—federal, state, and local—would be voted for by write-in votes cast with the aid of booklets of candidates supplied by the states and distributed to all the posts where members of the armed forces are located. Ballots would be returned to the states for counting and each state would be the judge of the qualifications of its own voters.

* * *

School Finance

The **Citizens Budget Commission of New York** is taking issue with the City's Board of Superintendents in recommending the immediate appointment of 769 teachers in the city school system. The Commission points out the great drop in pupils—at the rate of 50,000 per year—and argues that appointment of this great number is not sound administrative policy.

Once a month the **Port Huron (Mich.) Education and Finance Council** meets to discuss the city's schools. Recent discussions have centered around the exhaustive Moehlman School Survey, the purposes of which are to develop information to enable formulation of a long term, over-all, co-ordinated plan for school development. Acting as a sounding board only, the Council began some fourteen months ago with two delegates each from seven representative local organizations. This year, however, it has enlarged its membership.

Help for the Legislator

The **Wisconsin Taxpayers' Alliance** has been selected to serve as the agency to collect and coördinate tax and financial information for two important joint interim committees—on the state budget and on state aids and shared taxes—appointed by the 1943 Wisconsin legislature. The Alliance is currently publishing a series of articles on the latter subject in the *Wisconsin Taxpayer*.

* * *

Transit and Sewage

The **Chicago City Club's** Local Transportation Committee has drawn up an outline for the study of problems incident to public ownership of the transit system of the Chicago area. The project has been divided among four subcommittees on scope of transit district and services, organization and management, financing, and operational control.

The Club warns of the dangers of epidemics which, it declares, will continue as long as untreated sewage is dumped into Lake Michigan and adequate filtration is not available. Its Public Health Committee has studied and endorsed in principle a bill now in Congress which provides for government assistance to colleges and universities for extensive research into the problems of better utilization of sewage and industrial wastes.

The Club is coöperating with the **Illinois League of Women Voters** in its campaign for a constitutional convention to revise the state's outmoded constitution.

* * *

Birthdays

The Fiftieth Anniversary Number of the bulletin of the **Philadelphia Civic Club** carries a list of achievements of the organization over the last half century. The list includes coöperation in inauguration of the playground move-

ment, the first movement for a city parkway, organization of the Octavia Hill Association, agitation for pure water for the city, movement for safe and sane Fourth of July celebrations, inauguration of annual Public Health Day, zoning acts, anti-noise ordinances, etc.

With its January issue *The Taxpayer*, organ of the **North Dakota Taxpayers' Association**, enters its tenth year of continuous monthly publication. Throughout 1943 *The Taxpayer* carried a series of articles dealing with recommendations made in a survey by Public Administration Service for the reorganization of the state's government. These articles will be continued in 1944.

* * *

Strictly Personal

James W. Walden has been appointed executive secretary of the Phoenix Citizens' Good Government Council. Mr. Walden succeeds **W. J. B. Schimfessel**, now in the armed forces.

Dryden Kuser, director of the Nevada Taxpayers Association, has been appointed a member of the Tax and Legislative Committee of the Reno Chamber of Commerce, to take the place of his predecessor, **S. W. Crosby**, on leave of absence.

William Pitkin, president of the Citizens Housing and Planning Council of Rochester, has been appointed City Superintendent of Parks.

Lieutenant C. S. Holloway, chief statistician for the Wisconsin Taxpayers Alliance, is on leave of absence with the armed forces.

Ronald E. Gregg, formerly secretary of the Toledo Municipal League, is serving as economist for the National Association of Manufacturers; he is secretary to their committees on war contract termination and on disposal of surplus war materials.

Proportional Representation

Edited by George H. Hallett, Jr.

(This department is successor to the
Proportional Representation Review)

Cambridge Holds Second P. R. Election

First Complete Recount Leaves Result Unchanged

THE results of the second P.R. election in Cambridge, Massachusetts, held November 2, 1943, have now been counted and recounted. This was the first recount¹ under Plan E—the new Cincinnati plan charter adopted in 1940—and although it resulted in no change in the choices for Council, the order of the candidates, both elected and defeated, was slightly shifted.

In the original count a mistake was made in distributing the ballots of the candidate having the largest surplus. In the recount, therefore, the fifth man declared elected originally became seventh man, the number of votes of the ninth and last man elected was slightly increased, and the candidate originally declared defeated third from last rose to the top of the defeated list. The recount cost about \$8,000 but was perhaps worth it to satisfy all the citizens that the count was absolutely fair.

Thanks to the good teamwork of a majority of the Council and the City Manager, John B. Atkinson, the first two years of administration under Plan E showed striking improvements in city government. The tax rate was reduced by more than six dollars, the city was put on a pay-as-you-go basis, the debt was greatly reduced, city services and properties were improved,

there was no firing but no filling of unnecessary jobs, pay of city employees was increased, and a fair, impartial job-classification system was adopted.

Basing its campaign on this excellent record, the Cambridge Committee for Plan E—the nonpartisan, self-constituted, good government committee which had fought for the new charter—endorsed a slate of nine and waged as active a campaign as the man- and woman-power shortage permitted. Pre-election work on registration of voters was tardy and incomplete. It was possible this year to canvass house to house and by telephone only a little more than four of the eleven wards, but two mailings of literature went to each house in the city, and a sample ballot was mailed to each voter. Special letters were sent to home-owners and to city employees. Due largely to shortage of newsprint and of volunteers, publicity was inadequate. Two large public rallies and a number of house rallies were held with the Plan E endorsed candidates as speakers.

Despite the brilliant record of administrative achievement in the past two years, the voters in Cambridge failed in 1943, as in 1941, to elect a majority of Plan E Committee endorsees to the Council. As in 1941, there were elected four Committee endorsees, one short of the majority of the Council membership of nine. Subsequently, when the Council was organized early in January 1944, a Plan E councillor, John H. Corcoran, was re-elected mayor, and thus becomes ex-officio chairman of the School Committee. Three Plan E Committee endorsees were elected to the School Committee out of a total of six elected, so that, with the Mayor, Plan E forces have a clear majority on the School Committee.

The following statistics may be of interest:

¹Also the first complete P. R. recount in a public election ever held in the United States.—EDITOR.

	<i>P.R. Elections</i>	
	1941	1943
Percentage of registered voters who went to the polls	68	55
Percentage of total ballots declared valid	98.4	96
Percentage of voters represented on Council	87	89
Percentage of valid ballots declared ineffective (exhausted)	13	11
Percentage of voters whose first choices were elected	47	60
Number of candidates running	83	39
Number of transfers required	76	33
Percentage of first-choice votes received by <i>elected</i> Plan E Committee endorsees	35	36
Percentage of first-choice votes received by <i>defeated</i> Plan E Committee endorsees	12	9
Percentage of first-choice votes received by Plan E Committee endorsees	47	45
Percentage of total valid ballots received by non-Plan E Committee candidates on final count	47 ^a	50 ^a
Percentage of total valid ballots received by Plan E Committee endorsees on final count	40 ^a	39 ^a

^aThe exhausted ballots above are the balance of the final-count ballots. It will be seen that the final-count ballots of the two groups are roughly in the proportion of 5 to 4, which are the numbers of councillors they elected.—EDITOR.

While the 1943 drop in the percentage of voters who went to the polls seems large, most of it may be explained by war absences, both military and civilian (estimated by the election commission to be about 20 per cent of the total number of qualified voters). In comparing the two P.R. elections, the Cambridge voters have lost skill in marking ballots correctly, since the percentage of valid ballots dropped by 2.4 per cent; but they have learned better by 2 per cent to mark choices for a sufficient number of candidates to avoid exhausted ballots. Lack of volunteers due to the war prevented a thorough pre-election campaign of education in marking ballots.

Mistakes in tactics on the part of the Plan E Committee as well as war-loss in interest and workers doubtless brought about the drop in support of Committee endorsees.

Cambridge is Democratic by more than 50 per cent. Its taxpayers amount to about 15 per cent of its registered voters. In both elections it has been the policy of the Plan E Committee

to try to give realistic representation on its slate to political, racial, and geographical groups. In 1941 eleven candidates were endorsed, seven Democrats and four Republicans; three strong Democrats and one strong Republican were elected. In 1943, nine candidates were endorsed, six Democrats and three Republicans. Elected were two Democrats and two Republicans. All five of the non-Plan E candidates elected were Democrats.

One lesson to be learned from the campaign is that only a well known candidate can be elected in an at-large election. Six of the successful candidates in 1943 were re-elected, and of the three newcomers, one had run in 1941 and two were well known politicians and officeholders. Of the Plan E endorsees elected in 1943, three were re-elected and one had run in 1941.

At present it seems likely that the City Manager, who has made such a good record, will be retained. However, he cannot count on the consistent support of a majority of the Council. The opposition now has astute, experienced,

and "political" leadership, which it has lacked somewhat in the past two years, but it is divided into factions. If good government is to continue in Cambridge, its backers, including groups such as the Cambridge Committee for Plan E, must become more active in citizen education, and the achievements of the City Manager must be better publicized.

AMELIA W. FISK
Cambridge, Massachusetts

Another Attack on P. R. in New York

On January 17 two bills¹ were introduced in each house of the New York legislature to prohibit the use of P. R. anywhere in the state. Both had New York City Democratic sponsorship and the Democratic leaders of the two houses, Senator John J. Dunnigan of the Bronx and Assemblyman Irwin Steingut of Brooklyn, issued a joint statement in their behalf.

The bills are identical in their purpose with the P. R. ban which was proposed by the constitutional convention of 1938. At that time it was repudiated by the conventions of all three recognized parties and voted down by a majority of two and a half to one, with adverse majorities in every county in the state. One of this year's bills is a similar constitutional amendment, so worded as to rule out not only P. R. but any scheme for assuring minority representation. The other is an amendment to the election law, which could be passed by a simple majority in each house and the Governor's signature without even a vote of the people of the whole state.

¹Senate Introductory Nos. 148 and 149, by Senator John J. Dunnigan of the Bronx; Assembly Introductory Nos. 217 and 216, by Assemblyman Roy H. Rudd of Brooklyn.

Both bills would take P. R. away from New York City, Yonkers, and Long Beach without a vote of the city concerned.

The reason this general proposal was introduced instead of a specific repeal for New York City is that a bill affecting the property, affairs, or government of a particular city cannot be passed under the new constitution without a request for it either from the Mayor and a majority of the Council or from two-thirds of the Council. Mayor La Guardia has declared since the last election that he is still for P. R. and the Democrats do not control two-thirds of the Council, so there is no likelihood of such a request.

It does not seem probable that the bills will emerge from committee. Their obvious purpose is to reduce minority representation in New York City and to restore the near-monopoly formerly enjoyed by the Democratic party in the Board of Aldermen. This purpose is not lost on the Republican legislature, quite aside from the bills' flagrant violation of the well accepted principle of municipal home rule.

William Allen White

In the death of William Allen White on January 29, 1944, not only the American people but the cause of P. R. lost a good friend. The Emporia, Kansas, editor was world famous for his advocacy of common sense and during most of his long life exerted a powerful influence on democratic institutions and political thought. He had long been a believer in P. R. and in 1941 accepted a place on the Advisory Council of the Proportional Representation League.¹ He was a member of the Council at the time of his death.

¹Since 1932 operating as a department of the National Municipal League.

Taxation and Finance*Edited by Wade S. Smith*

**New York Authorities
Win Bond Tax Cases*****Tax Court Rules Such Units
Are Political Subdivisions***

THE United States Tax Court, in decisions handed down January 29, 1944, upheld contentions of the Port of New York Authority and the Tri-Borough Bridge Authority that interest on their bonds is exempt from federal income taxes. The question was decided solely on the basis of the applicable statutes, the court holding that until the Congress changed the revenue acts any consideration of constitutional questions was unnecessary and premature. The court divided ten to five on the ruling, one judge not participating.

The cases have been followed with interest, not, to say anxiety in some quarters, because they are generally regarded as climaxing the Treasury Department's present efforts to open the way to taxation of income derived from the obligations of state and local governmental units.¹ In one, the so-called Shamburg case, bonds of the Port of New York Authority were involved, while the other, the White case, involved bonds of the Tri-Borough Bridge Authority. The major burden of the defense, by agreement, fell to the Port Authority, and a considerable part of the late spring and summer of 1943 had been devoted to the taking of testimony.

In making the defense great emphasis was placed on the constitutional issue involved, that of intergovernmental

immunity from taxation, and much of the expert testimony revolved around the question of whether or not the benefit of the exemption fell chiefly to the governmental agency or the holder of the bonds. The defense also argued, however, that the Authorities were clearly exempt under the applicable sections of the revenue act exempting interest on obligations of the states and their political subdivisions from the federal income tax. With this latter contention the court agreed, after a careful examination of the revenue act and the statutes authorizing creation of the Authorities. Wrote Judge Clarence V. Oppen, who delivered the opinion:

"The interest in question is free from tax because it falls within the express exemption contained in the applicable revenue acts. Needless to say, the necessity of discussing the constitutional question being thus eliminated, it will not be further considered. Similarly, any conclusions, whether considered as fact or law, with respect to the weight or ponderability of the burden which the imposition of federal income taxation upon the interest on local governmental obligations might impose generally or in particular situations, or to the balance of benefit and burden as between federal and local government, concerning all of which the present record contains several thousand pages of testimony, must, we think, await a proceeding in which the necessity for their formulation is apparent. When and, of course, if, Congress sees fit to remove the protection afforded by the statutory immunity, such an occasion may arise. It cannot, in our view, occur sooner."

In holding the Authorities political subdivisions, the court made a fine distinction as compared with the ruling of the U. S. Supreme Court in Chief Justice Stone's opinion in the Gerhardt

¹Cf. "Tax Exemption Cases Come to Trial," NATIONAL MUNICIPAL REVIEW, June 1943, page 340.

case, in which income of a Port Authority employee was held subject to federal income taxation. In this connection, it is of interest to note that the court concluded: "It is hard to conceive that a statute tending to encourage and assist in the contribution of public improvements by debt-burdened localities should have been intended to stop short merely because the method selected for financing such accommodations to current needs is the issuance of obligations secured by facility revenues, as opposed to the levy of special assessments upon benefited properties."

It would of course be premature to regard the matter as settled until the avenues of appeal have been exhausted (the Treasury has announced its intention of appealing at once, in the Circuit Court for the Second District in New York), but there is a disposition in some circles to hold that the present decision will stand, there having been a recent tendency for the United States Supreme Court to refrain from disturbing the rulings of the Tax Court except on matters of law. Final decision is not expected, however, for probably another year, since the appeals cannot come to argument before the Circuit Court of Appeals much before next fall.

Those who regarded the cases as a test of the tax exemption of bonds of all state and local governmental units were undoubtedly taking in too much territory, for the Tax Court's decision clearly tends to limit the question to that of whether authorities, lacking the power of *ad valorem* property taxation, are political subdivisions within the meaning of the federal law. Even with the implications of the test thus limited, however, the ruling is of great significance. There are relatively few authorities carrying out proprietary or quasi-governmental functions without benefit of the power to tax property *ad valorem*, but there are relatively a great

number of municipalities which have departments or semi-autonomous commissions, agencies, and the like engaged in providing proprietary services which derive their income solely from service charges and are not eligible to support from property taxes.

If, in the eyes of the federal courts, it were held that authorities were not political subdivisions, then by extension it would appear that municipal water departments, light and power departments, street railway and rapid transit departments, etc., when financed by revenue bonds and deriving their sole income from service charges, are not political subdivisions either, and it would be possible to foresee numerous chaotic conflicts between state and federal courts in matters involving municipal public service enterprises. The decision in the Port Authority case is encouraging, if only for the reason that once again³ the federal courts have shown a disposition to look at local government whole and entire, without attempt to break it up into unrelated entities co-existent but not complementary.

\$15,000,000,000 Urged for Postwar Public Works

At a hearing before the House Committee on Public Buildings and Grounds on February 2, Mayor F. H. LaGuardia of New York City urged that the federal government immediately organize a \$15,000,000,000 program of public works to provide employment for a maximum of 5,000,000 men for two years after the war in Europe ends. The federal government was asked to make half the total available, the other half to come from the state and local governments.

The alternatives to such a program, Mr. LaGuardia said, are "greatly in-

³Cf. NATIONAL MUNICIPAL REVIEW, July 1942, p. 412; *ibid.*, July 1943, p. 404.

creased soldier bonuses, pensions, insurance and other allotments, another WPA program on a very large scale, an American security program approaching the British scale recommended by Sir William Beveridge but . . . on the basis of our enormously higher scale of living, and finally, as a last resort, home relief and the straight dole, with all of its crushing implications of failure and futility."

The Mayor's statement to the committee was based on a memorandum prepared by Park Commissioner Robert Moses, patterned closely on the assumptions made by the Moses staff in its survey of postwar improvements for Portland, Oregon, and other Multnomah County units.³ It was assumed, that is, that the war in the Pacific would come to a close about one year after the termination of the European conflict, with about two years of acute employment needs. Mr. Moses held it would take at least two years for private industry to convert to a peace-time basis, and in the meantime governmental construction must provide the work.

As evidence of the need for heavy federal participation in the local programs, New York City's billion-dollar postwar program was cited. This program can be carried out only with federal participation, about \$400,000,000, as well as with nearly \$200,000,000 of state aid. Immediate action was urged, in order that local units might be able to prepare their plans and specifications so as to be in a position to begin work promptly as needed.

Municipal Bond Market Firm in 1943

The scarcity of new bonds issued by state and local subdivisions, increased value of immunity from federal income taxes, and the strong position of the

money market as controlled by the Treasury Department for federal financing all contributed to a spectacular record for municipal bond prices during 1943. According to *The Daily Bond Buyer's* index of municipal bond yields, prices of municipal bonds advanced more or less steadily during the year, reaching an all-time high in November, from which a slight recession was shown in December.

The index of yields (the lower the index figure, the higher the bond price) for twenty representative municipal bonds dropped from 2.17 per cent January 1, 1943, to 1.69 per cent November 1, 1943, rising to 1.82 per cent at December 1, 1943. For January 1, 1944, it was 1.77 per cent and for February 1, 1944, it was down to 1.70 per cent. For eleven first grade bonds the decline was from 1.80 per cent at January 1, 1943, to 1.35 per cent on November 1, 1943, with the increase to December 1, 1943, to 1.49 per cent and January 1, 1944, down to 1.44 per cent. February 1, 1944, was 1.37 per cent. The highest yields were for May 1, 1933, when the twenty-bond index was 5.69 per cent and the eleven-bond index 4.90 per cent.

Dominant factors in the continuing high prices for municipal bonds, which of course reflect a situation favorable to the local units when they go into the market for capital financing or re-funding, naturally are the low interest rates generally as maintained by the Treasury and Federal Reserve Banks to facilitate federal war financing and the increased value to private investors of tax-exempt bonds due to higher personal income taxes. Increasing scarcity of municipal issues, however, is playing its part also.

Again referring to figures in *The Daily Bond Buyer*, bonds authorized by state and local units at elections in 1943 totaled only about \$64,000,000. In 1942 \$95,000,000 had been voted, in 1941 \$172,000,000 and 1940 \$156,000,000.

³Cf. NATIONAL MUNICIPAL REVIEW, February 1944, p. 103.

County and Township

Edited by Elwyn A. Mauck

County Government in Illinois Studied

Recently Published Monograph Traces History Back to 1778

THE history of county government in Illinois has been characterized more by continuity than by diversity, is a conclusion reached by Professor Clyde F. Snider in his recent monograph, *County Government in Illinois*, published by the Illinois Tax Commission. He demonstrates that this is true even though county government in Illinois antedates statehood by many years by tracing the rudiments of county organization back to the establishment of "Illinois County" by the Virginia legislature in 1778. The area became successively Northwest Territory, Indiana Territory, and Illinois Territory, and subsequently county government continued to evolve under three state constitutions.

With each change the institutions of the preceding era were continued, with only such modifications as conditions seemed to require. Thus counties became more numerous and smaller, new functions were added, new offices created, and new sources of revenue developed.

Even in the first territorial period, a comparatively elaborate system of county government was developed, with the influence of English precedent clearly evident. Even township government in this territory was provided in a law enacted as early as 1790, although it shortly disappeared as a unit of local government.

The admission of Illinois to statehood in 1818 saw an acceleration of the rate at which counties were created by sub-

division, but after several decades the trend was reversed with the last subdivision occurring in 1859. The same period was marked by expansion of democratic beliefs, manifesting itself in county government through the trend toward direct election of officeholders.

The adoption of the constitution of 1848 brought the township to the fore once again by providing that it was the duty of the general assembly to provide by general law for a system of township organization "under which any county may organize, whenever a majority of the voters of such county at any general election shall so determine." This provision undoubtedly developed from the influence of recent settlers from regions such as Michigan and New York as distinguished from the earlier settlers who had come from the south. To the present time, 85 of Illinois' 102 counties have adopted the township system.

The present constitution, adopted in 1870, was the first to place taxing and debt-incurring limitations on the powers of counties, although statutory limitations had been imposed previously. In the following decades there developed also administrative controls over expenditures, usually in relation to grants-in-aid or state-collected locally-shared taxes.

The constitution makes no provision for county consolidation, but although legislation on the statute books has permitted this through annexation for the past 70 years, no county consolidation has as yet taken place. County boards vary in size from four to 67 members, with the average being approximately 25.

Two recently acquired functions of counties that reflect recent trends in local government are those of coal processing and the operation of airports. Coal processing plants are to be used for the treatment of coal to render it

smokeless to meet the standards of municipal smoke ordinances in Illinois and other states. The plants are to be financed by revenue bonds, but the airports may be financed by either revenue or general obligation bonds.

A county budget law, in effect since 1933, is not complied with fully by all counties, but it has improved financial administration. There are constitutional and statutory limits on aggregate county tax levies, but no "overall" limit on all taxing units. Also there exist various limitations on the power to borrow.

The primary special districts especially related to county government are the forest preserve districts and the tuberculosis sanitarium districts. The former were authorized in 1913 and seven have now been formed. Although the latter type was authorized in 1937 only one has been organized to the present time.

Mo. Constitutional Convention Considers County Home Rule

The *Kansas City Star* editorializes that "Nothing before the Missouri constitutional convention is more important to this city and county than the chance for an independent county charter." It declares, furthermore, that the idea of providing such independent charters for the four largest counties appears to have taken a strong hold on the convention.

The *Star*, however, opposes the method of adopting county charters apparently favored by the convention. Instead of permitting the circuit and probate judges to appoint a commission to draft a charter, it proposes the people be permitted to elect such a commission. Although admitting the advantages of streamlining, the editorial believes this proposal to be more democratic. Final ratification of the charter would be by vote of the people under either plan.

LONDON PLANS CITY OF THE FUTURE

(Continued from Page 137)

advocated that these should be included in both the inner and outer districts, but as it seems to be accepted that the open fire will still be permitted for heating, it should be pointed out that experience has shown that the smoke from two story cottages will make the upper floors in the block dwellings very dirty.

Under this scheme the proper complement to it would be the general adoption of central heating or even the expansion of this on a district basis which has been warmly advocated.

Provision for an up-to-date air field within a convenient distance from the central area was found to be a difficult problem. The area of ground necessary together with the restricted heights around it was unobtainable south of the Thames; by removal of the docks the Isle of Dogs might be made available, but a plan has been prepared and is regarded as suitable on the land immediately to the north of this which has been heavily "blitzed." In this case nearly all that is left of Poplar would, however, be required.

There still remain a great number of suggestions for taking advantage of this opportunity to improve the architectural dignity of London, and to convert it from the present rather haphazard conglomeration of buildings into an orderly and impressive city, retaining its typically British character but exalting this to a degree which would make it worthy of its position as the national capital.

Books in Review

Edited by ELSIE S. PARKER

Governmental Data for Small Council-Manager Cities. Chicago 37, The International City Managers' Association, 1944. iv, 28 pp. \$1.50.

This report fills an urgent need in its publication of statistical information on small municipalities—under 5,000. It covers 126 council-manager cities. Material is tabulated so that inter-city comparisons may be made. Facts covered include number, term, and salary of councilmen; revenues, expenditures, and indebtedness; number of employees; and utilities owned and operated.

The Constitutional Governor. By Casimir W. Ruskowski. Boston, Bruce Humphries, Inc., 1943. 61 pp. \$2.

Administrative changes over the last 25 years have almost always been in the direction of increasing the governor's importance as the state's chief administrative officer. This book represents an investigation of the constitutions of the various states on provisions affecting the chief executive and a presentation, frequently in tabular form for easy reference, of the important facts regarding him. Charts cover the governor's election, qualifications, term, compensation, succession in office, the governor and the legislature, the veto power, powers on pardoning, etc., and a list of other duties and powers, for all 48 states.

Power Unleashed. By M. M. Samuels. Foreword by William E. Mosher. New York City, Dorset House, Inc., 1943. 300 pp. \$3.50.

Dr. Mosher shows a sure instinct in recommending this splendid piece of popularization which certainly fulfills its subtitle, "The Story of Electricity and Power." To comprehend modern urbanism one needs the background

this book gives concerning a most important factor in our civilization—electric power. Samuels gives anyone whose education in what the physicist calls "energy" was the regulation "liberal arts course" a meal of science packed with nourishment as well as one extremely easy to digest.

We not only learn about "energy" but we learn something more important—what a "law of nature" really is. The first three paragraphs of Chapter II should be recited repeatedly for those unfortunate enough—including most members of Congress for the last three decades—to confuse the meaning "law" has in a courtroom and the one it has for the men whose work is discussed in Chapter VIII to X.

Not only the factual material but also the "method of his mind" makes this book important.

WALTER J. MILLARD

Additional Books and Pamphlets

Congested Areas

Investigation of Congested Areas. A Report of the Congested Areas Subcommittee of the Committee on Naval Affairs. Washington, United States Government Printing Office, 1943. iv, 28 pp.

Constitutions

Speeches on the Constitution of New Jersey. By Governor Charles Edison. Trenton, N. J., 1943. 29 pp.

State of New Jersey, Proposed Revised Constitution (1944) Pending Before Joint Legislative Committee to Formulate a Draft of a Proposed Revised Constitution for the State of New Jersey Constituted under Senate Concurrent Resolution No. 1, Adopted

January 11, 1944. Trenton, New Jersey State Library, 1944. 26 pp.

County Government

County Government in Illinois.¹ By Clyde F. Snider. Springfield, Illinois Tax Commission, 1943. vii, 132 pp.

Municipal Government

Directory of Tennessee Municipal Officials. Knoxville, Governmental Reference Service, University of Tennessee, 1943. 43 pp. \$1.

Personnel

Final General Summary of Public Employment in July 1943. Washington, D. C., Bureau of the Census, 1944. 13 pp.

Political Activity of Public Officers and Employees. Laws and Rules Administered by the United States Civil Service Commission. Washington, D. C., Superintendent of Documents, 1942. 49 pp. 10 cents.

Public Service Recruitment in Australia. By R. S. Parker. Melbourne, Melbourne University Press, 1942. 296 pp. 10/-

Planning

A Selected Bibliography on Planning in South America. By Caroline Shillaber. Cambridge, Massachusetts, Library of the Departments of Landscape Architecture and Regional Planning, Harvard University, 1944. 6 pp.

Police

Salary and Working Conditions of Police Patrolmen in 214 Major Cities. Basic Schedule, Step-rate Increases, Emergency Bonus Payments. Washington 6, D. C., The United States Conference of Mayors, 1943. 3 pages, tables.

Population

Population, Unincorporated Communities—United States, by States. Total Population of Unincorporated Communities Having 500 or More Inhabitants for Which Separate Figures Could be Compiled. By Bureau of the

Census. Washington, U. S. Government Printing Office, 1943. 15 cents.

Regional Shifts in Population, Production, and Markets, 1939-43. By K. C. Stokes. Washington, D. C., Bureau of Foreign and Domestic Commerce, Department of Commerce, 1943. 69 pp.

Postwar Planning

Farm People and the Land After the War. Washington 6, D. C., National Planning Association, 1943. 26 pp. 25 cents.

It's Up to You. Clayton 5, Missouri, St. Louis County Planning Commission, 1943. 20 pp. illus.

Municipal Postwar Reserves. Legal Authorization for Such Reserves. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1944. 4 pp. 25 cents.

Postwar Highway Planning. A Selected List of Pamphlets, Books, and Articles. Washington 5, D. C., Automotive Safety Foundation, 1943. 18 pp.

Taxation and Finance

Recommendations Concerning the Finances of New York City. New York City, Committee of Fifteen, 1944. 18 pp.

Report on a Survey of the Financial Structure and Operations of the City of Newport, Rhode Island. New York 4, Norman S. Taber and Company, 1943. v, 60 pp.

Transportation

Intercity Buses at War. The Story of Highway Passenger Transportation. Washington 5, D. C., National Association of Bus Operators, 1944. 32 pp.

An Ordinance Providing for a Comprehensive Unified Local Transportation System for the City of Chicago and Its Metropolitan Area. Chicago, City Clerk. 95 pp.

Units of Government

Governmental Units in the United States: 1942 (Preliminary Summary). By Richard C. Spencer. Washington, D. C., Bureau of the Census, 1944. 5 pp.¹

¹For a review of this publication see p. 157, this issue.

²See also p. 144, this issue.